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THE UNIVERSITY OF ALBERTA

A SURVEY OF AGENCIES RESPONSIBLE FOR
COORDINATION OF POST-SECONDARY
EDUCATION IN CANADA

by



HAROLD ROBERT DAVID BECKMAN

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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ABSTRACT

The major purpose of this study was to identify those structures which have been established in the various provinces of Canada for the purpose of coordinating post-secondary education. The research project was designed to collect information on the type of structures which existed in each province at the time of data collection (May, 1972) and to describe their composition and major activities.

Information was collected using a questionnaire as the main instrument with interviews and annual reports used as supplementary data sources.

On the basis of information collected, coordinating agencies were classified by type as either departmental or intermediary. Based on this classification inferences and comparisons were made which attempted to show the similarities and differences existing between the two types of agencies.

The following represents some of the more significant findings of this study:

1. Out of a total of ten coordinating agencies cooperating with this study, seven could be classified as intermediary and three classified as departmental.
2. Coordinating agencies in Canada place a heavy emphasis on providing advice to government on the financial requirements of the post-secondary educational system.
3. There is a noticeable shortage of personnel within each coordinating agency whose primary responsibility is to provide

advice on financial matters.

4. There is an indication that coordinating agencies are understaffed considering the wide range of functions they must perform.
5. There are several extraneous circumstances which affect the efficient operation of many of the coordinating agencies in Canada today which tend to inhibit their achievement of objectives. Probably the major circumstantial factor might be identified as uncertainty caused by the changing nature of post-secondary education itself.

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CHAPTER 1

INTRODUCTION

In recent years the generally accepted belief that post-secondary education is a significant means for achieving social and economic objectives encouraged many students to pursue some form of education beyond high school. The large number of students who sought post-secondary education in the 1960's was a major factor in the establishment of numerous institutions of higher education designed to meet varying demands. Although the growth in the numbers of both universities and colleges assumed different patterns in the provinces of Canada, each province found it necessary to allocate an increased proportion of its resources to financing higher education. Decisions on the type of institutions to be built and the proportion of financial resources to be allocated to individual institutions emerged and remain as problems of major significance in the administration of post-secondary education.

Need for Coordination

Increased participation in advanced education--coupled with greater financial commitment--resulted in expressions of perceived need for structures which would ensure adequate planning and provide for orderly development of post-secondary education. In most cases legislatures responded to these needs or demands and established agencies to plan and to coordinate the growth of post-secondary

education within the province. These agencies were usually established in response to expressions of concern for cooperation between government and the individual institutions which would ensure institutional freedom and autonomy while at the same time provide some measure of governmental supervision. The difficulty in achieving such an accommodation is indicated by the continuing concern that institutional autonomy is being eroded by government agencies and various administrative structures.

The changing relationship between governments and public institutions of higher education is a well developed area of study and research. One of the earliest committees established to investigate this problem was the Committee on Government and Higher Education which was commissioned by the United States Fund for the Advancement of Education in 1957. The committee sought an objective evaluation of the problem with the hope that results would lead to improved relationships which would guarantee freedom to each university and at the same time safeguard the financial and political interests of government.

Three main objectives for the study were:

1. To define the relationships that should properly exist between public officials and state institutions of higher education.
2. To identify the principal areas in which state control over higher education has appeared to exceed proper limits and thus led to unwarranted political or bureaucratic intrusion into educational policy or effective educational administration.
3. To suggest remedial lines of action.

The committee reached unanimous agreement that education must be free from political influence and external controls which intrude upon educational policy. Furthermore, it was agreed that effective, responsible management of an academic institution was more likely to result from giving authority to an able board of trustees than by distributing responsibility among various agencies of state government.

Although the pattern of involvement in the affairs of public institutions of higher education which governments adopt varies considerably, there is one trend which has become more apparent since the original report by the Committee on Government and Higher Education. This general trend leaves little doubt--as Duff and Berdahl (1966:72) indicate--that government is extending its role in higher education particularly with respect to coordination.

According to Millett (1965:43) there are two underlying reasons why government has assumed a greater role in planning higher education and why it is gaining greater acceptance: (1) post-secondary education is more important now, and (2) post-secondary education is more expensive.

Glenny (1959:12) suggests two financially related explanations for increased government involvement in the planning and coordination of higher education:

1. Complexity. Addition of new functions and new colleges create financial and programming problems which cannot be solved when each institution has unlimited freedom.
2. Increasing size of state government. With the increased demand for new social, welfare, and health services comes a demand for

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expansion of other agencies such as higher education institutions.

While the increased size and complexity of higher education have contributed to a movement towards central coordination, the action has been hastened by public demands for economy and efficiency. In times when financial resources are scarce and competition for these resources is keen, legislatures have been faced with the problem of determining relative needs. This has necessitated their increased involvement in establishing agencies to provide expert appraisal of needs while at the same time attempting to provide for operational autonomy of individual institutions. The activities of the agencies charged with this responsibility were the major focus of this study.

Purposes of the Study

The general problems which have been mentioned in the preceding paragraphs suggested a need to examine the planning and coordinating agencies for post-secondary education which have been established by government in the various provinces of Canada. Some insights into the emerging trends and patterns of government involvement might be reflected by the types of agencies which have been established to fulfill the planning-coordinating function. In addition, detailed information about the activities of the established agencies and of the trend in relations between governments and post-secondary education institutions seemed to be lacking. Accordingly, the study was designed to achieve the following four main purposes:

1. To describe and classify the types of coordinating agencies which existed at the time of the study. Included in the

investigation was an examination of the establishment, development and characteristics of the agencies identified as responsible for planning and coordination of post-secondary education.

2. To describe the objectives of each coordinating agency as perceived by the directors and to compare these objectives with specified terms of reference.
3. To describe emphasis in work, specific projects and methods used by each coordinating agency to achieve its objectives.
4. To identify the areas of work of greatest and least success and factors identified as contributing to the success or lack of success in each coordinating agency.
5. To make comparisons among various types of agencies where data permitted such analysis.

Definition of Terms

The terms used in this study are not new, however since some have specific connotations they are defined below.

Coordination is the process by means of which the components of a system are regulated and combined in harmonious action resulting in the easing of conflicts between the system and its parts (Small, 1972:3).

Coordinating agencies are those structures created or designed to ensure that all components of a system are working to achieve common goals.

Directors are those persons who can be officially identified as the senior executive within a coordinating agency.

Post-secondary education refers in this study to all education beyond high school with particular emphasis on university and college education.

Coordinating Board is a board which is established to coordinate all phases of post-secondary education and which has some jurisdiction over governing boards of institutions.

Coordinating and Governing Board or Super Board is a board designed to coordinate and govern all aspects of post-secondary education.

Significance of the Study

Agencies responsible for coordinating and planning post-secondary education have been investigated previously. Research completed in the United States includes work done by Glenny (1959) on institutional freedom and the examination by Berdahl (1971) of the various agencies used for coordination of post-secondary education which described in detail their composition and activities. In Canada, the Association of Universities and Colleges, appointed a four-man commission under the chairmanship of Professor Bladen, in 1964, to study, report and make recommendations on the financing of universities and colleges in Canada with particular reference to the decade ending in 1975.

Also in 1964 the Association of Universities and Colleges of Canada, in conjunction with the Canadian Association of University Teachers, appointed a second commission to undertake the study of university government in Canada. The commission under the leadership of Sir James Duff and Professor Robert Berdahl (1966:07) was set up for

the purpose of "a dispassionate examination and evaluation of the present structure and practices of the government of both the English and French language universities of Canada including provincial, church related and independent institutions." More recently Smith (1970) reported on the coordinating structures which exist in the various provinces of Canada while Thiemann (1971) reported specifically on alternative patterns of governance for post-secondary education in Alberta.

Although past Canadian studies do provide useful information, the fact that governments have established new coordinating agencies or have modified older ones necessitates a re-examination of the agencies in existence. Studies which classify new and existing coordinating agencies in Canada and in-depth study of general activities and information about the areas of greatest and least success are not available. More significant is the fact that completed studies have examined the work of coordinating agencies from the legislated terms of reference whereas the focus of this research was on the objectives and activities of the agencies as reported by the directors. Since the study examined, from a practical point of view, the actual working mechanisms described by the directors and personnel within the various agencies it should provide a framework within which other agencies can examine their own activities and compare perceived objectives with areas of major work emphasis.

On the basis of this study, it may be possible to make some inferences about the type of structure which may best serve the coordination of post-secondary education in various situations. The identification of trends in major activities and areas of work

difficulties will also suggest possible modifications to existing approaches for coordination. Perhaps on the basis of the experiences of the coordinating agencies included in this study, provincial governments and their coordinating agencies may be able to examine more closely the relationships which exist between them and will attempt to resolve or make provision for reconsidering major areas of difficulty.

Delimitations of the Study

The study was delimited to an investigation of those departmental and intermediary coordinating structures which were in existence at the time of data collection in May, 1972.

Limitations of the Study

The major problems encountered in this study are inherent in any research on a complex subject which centers on groups or agencies separated by large geographical spaces. The following list represents some of the major shortcomings of the study:

1. It was difficult to identify the most suitable respondents for this study.
2. There was a lack of consistent structure and terminology which could be incorporated into the questionnaire.
3. There was a wide diversity of structures in existence throughout Canada which were responsible for coordinating post-secondary education.
4. There was no certainty that the responses to the questionnaires would be consistent over a period of time or that the questions

would have similar meanings for different people at any one point in time.

5. The lack of uniformity in response to the questionnaires made it difficult to interpret results.

The data for the study were based on responses from the directors of those agencies identified as holding responsibility for the coordination of post-secondary education in their respective province and who cooperated in the research project. It was assumed for the purposes of this thesis that those persons associated with planning post-secondary education also held a major responsibility for coordination of post-secondary education.

Organization of Subsequent Chapters

Chapter 2 is a review of some of the literature available on coordination of post-secondary education. Included in the chapter are some of the purposes for establishing coordinating agencies, a discussion of the types of coordinating agencies in existence and some trends in the development of coordinating agencies.

In Chapter 3, the research procedures for the study are outlined. The method used to identify those agencies responsible for coordination and planning post-secondary education in each province is outlined and methods used for data collection and analysis are described. Also included in this chapter is a list of those agencies which cooperated with the study by completing questionnaires and supplying other information.

Chapter 4 focuses on the structure and purposes of coordinating

agencies with emphasis placed on specific characteristics of each coordinating agency. Included in the chapter is a classification by type of the coordinating agencies and an indication of their organizational relationship to government. The internal structure of each coordinating agency is described and the objectives as perceived by the director of the agency are examined.

In Chapter 5 the activities and accomplishments of coordinating agencies are outlined. The work emphasis of each agency is described and the methods used to achieve agency objectives are indicated. Areas of greatest and least success in coordination are outlined and those factors which tend to limit the success of coordinating agencies are discussed.

Chapter 6 contains a summary of findings which emerge from analysis, some implications for the coordination of post-secondary education in Canada and suggested areas for future research on coordination of post-secondary education.

CHAPTER 2

REVIEW OF LITERATURE

The establishment of agencies for coordination of post-secondary education has moved from the realm of speculation to fact. The increased complexity of post-secondary education institutions has brought about pressures which seem to have led to an increased amount of control over the activities of all institutions of higher education. The presence of this attempt to influence the direction of development is reflected in the fact that nearly all provinces in Canada and all states of the United States have established some mechanism for coordinating post-secondary education. Some insights into these trends can be gained through reviewing the purposes of coordination and the alternative means which might be used or have been used to achieve these purposes.

Purposes of Coordinating Agencies

All coordinating agencies--whether they are voluntary or established by law--operate within a frame of reference which is either set out legally as terms of reference or is mutually agreed upon by the cooperating institutions. Regardless of the specific type of agency which has been established for coordination of post-secondary education the general concerns and purposes of coordination are much the same. Glenny (1959:87) states that the purpose of coordination is to regulate and combine in harmonious action the components of the higher education system. Millett (1967:13) views coordination as the procedure for

adjusting conflicts between governmental agencies having related interests and for eliminating or reducing overlap and duplication of administrative services.

Both definitions acknowledge the reality of conflicting interests and the need to achieve a unity of purpose and mutual striving toward a common goal; however there are obvious differences and inadequacies in the two definitions. The conduct of this study was guided by the definition of coordination proposed by Small (1972:3) which is a synthesis of the definitions proposed by Glenny and Millett:

Coordination is the process by means of which the components of a system are regulated and combined in harmonious action, resulting in the easing of conflicts between the system and its parts.

From this definition of coordination it may be concluded that one appropriate and effective method of achieving a state of reduced conflict and regulated harmony may be through careful planning. Although the term "planning" lacks precise definition in the field of higher education, Hurtubise and Rowat (1970:107) provide a useful definition:

While the phrase "educational planning" lacks precision it is probably the best way to describe briefly and comprehensively the kind of activity that the government must undertake to fulfill its obligation to society in the realm of higher education. In the most immediate sense, it means that the government must decide "who shall pay and in what way for whose education"--i.e. how the costs of higher education are to be distributed and how accessible the various degree programs are to be. It also means that the government must decide on the priority to be given to higher education in competition with other levels of education and other social goals, such as helping the old and the sick and the poverty stricken.

Development and implementation of plans which reflect the priority government assigns to higher education can come about only if the officials responsible for coordinating post-secondary education

establish meaningful goals and policies which govern all phases of post-secondary education. It appears obvious that the inevitable conflicts which will arise between government, coordinating commissions, and the institutions themselves can be reconciled only if there is adequate planning, communication and preview of intentions on the part of all three agencies. As Hurtubise and Rowat (1970:114) state:

If planning can be described as the chief coordinating function of a central agency supervising higher education, preview is probably its most important instrument of control.

There can be little doubt that any conflict of interest is best resolved in its early stages and it therefore is of paramount importance for greater cooperation in utilizing the "preview" technique in planning activities. Before adopting policies or utilizing power there must be an opportunity for examination of proposed plans on the part of government, coordinating agencies, and institutional representatives. Such pre-planning may be achieved through the development of broad outlines or a "master plan" to guide decisions on higher education and will be realized only after considerable deliberation by all three parties in an atmosphere conducive to the understanding of problems which confront higher education in society today.

Hurtubise and Rowat (1970:115) recommend establishment of coordinating agencies whose main purpose would be the development of a master plan for higher education. That there would be conflicts in developing such a plan is inevitable but according to Hurtubise and Rowat (1970:115) it would be best if these conflicts were resolved in the planning stages:

Because we believe that conflict in higher education, as in all vital areas, is inevitable, it is our view that the most propitious

battleground for such conflict is in the field of planning; by taking place in this field, the conflicts can be more peaceful and, above all, more creative. In addition since they would be resolved in the realm of the future, the interplay of selfish interests would not be so strong. Hence, more rational justifications might prevail, and less legal authority might be needed to gain agreement.

It is apparent that the major purpose of coordinating agencies is the development of a plan or plans for the orderly growth of a comprehensive system of higher education. The success or failure of each coordinating agency will depend largely on its ability to effectively achieve this goal without raising suspicions that institutional autonomy is being eroded. There is no doubt that the planning process must ensure the autonomy of individual institutions but there must also be a guarantee that the needs of society are met and the objectives of government realized.

Types of Coordinating Agencies

Various types of agencies have been proposed and implemented to achieve a satisfactory relationship between institutions of higher education and the legislative body. Each of these types is designed to strike a delicate balance between autonomy and independence, between efficiency and unified effort.

Glenny (1965:87) identified three distinct patterns or types aimed directly at coordination:

1. the voluntary organization;
2. the single board system for both coordinating and governing of all state institutions; and
3. the coordinating board which is superimposed upon the existing pattern of institutions and governing boards.

Thiemann (1971:10) suggested that in North America there are four major patterns of partnership between governments and universities: voluntary associations, coordinating boards, super boards and department of education systems.

Voluntary associations bring together those agencies which have a responsibility or interest in post-secondary education programming for the purpose of informal exchange of ideas and discussion of common problems.

Coordinating boards are established to coordinate all phases of post-secondary education and they have jurisdiction over the governing boards of local institutions. A coordinating board may be composed of representatives of each of the governing boards of the individual institutions or it may consist of an entirely different group of persons. Figure 1 illustrates the possible relationship between a coordinating board and individual institutions.

Super boards (coordinating and governing boards) are boards which coordinate and govern all activities of post-secondary education. Establishment of a super board normally means elimination of the governing boards of each individual institution. Composition and powers of these boards are outlined by statute. Figure 2 illustrates the possible relationship between a super board and those institutions offering post-secondary educational programs.

University-related and department of education systems are coordinating mechanisms which place responsibility for coordination and governance directly under one institution such as a university or a provincial or state established department.

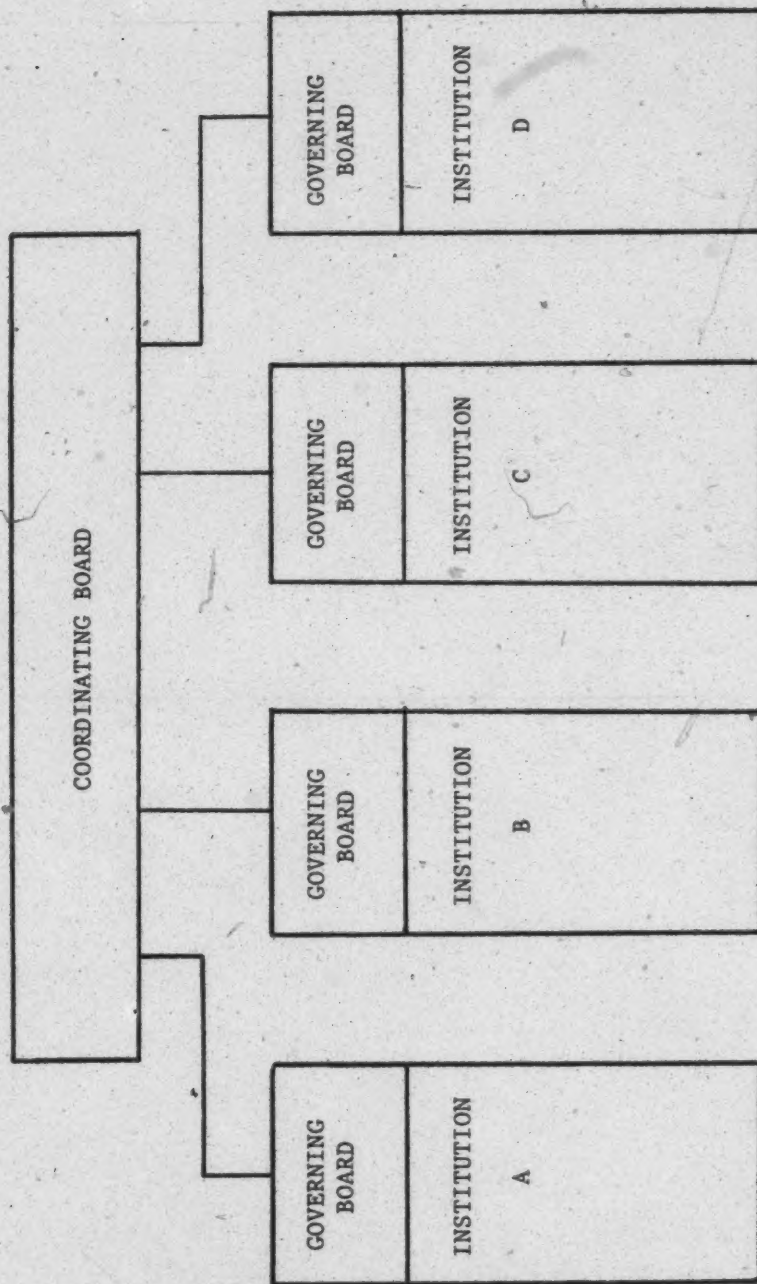


Figure 1. Possible relationship between a coordinating board and individual institutions.

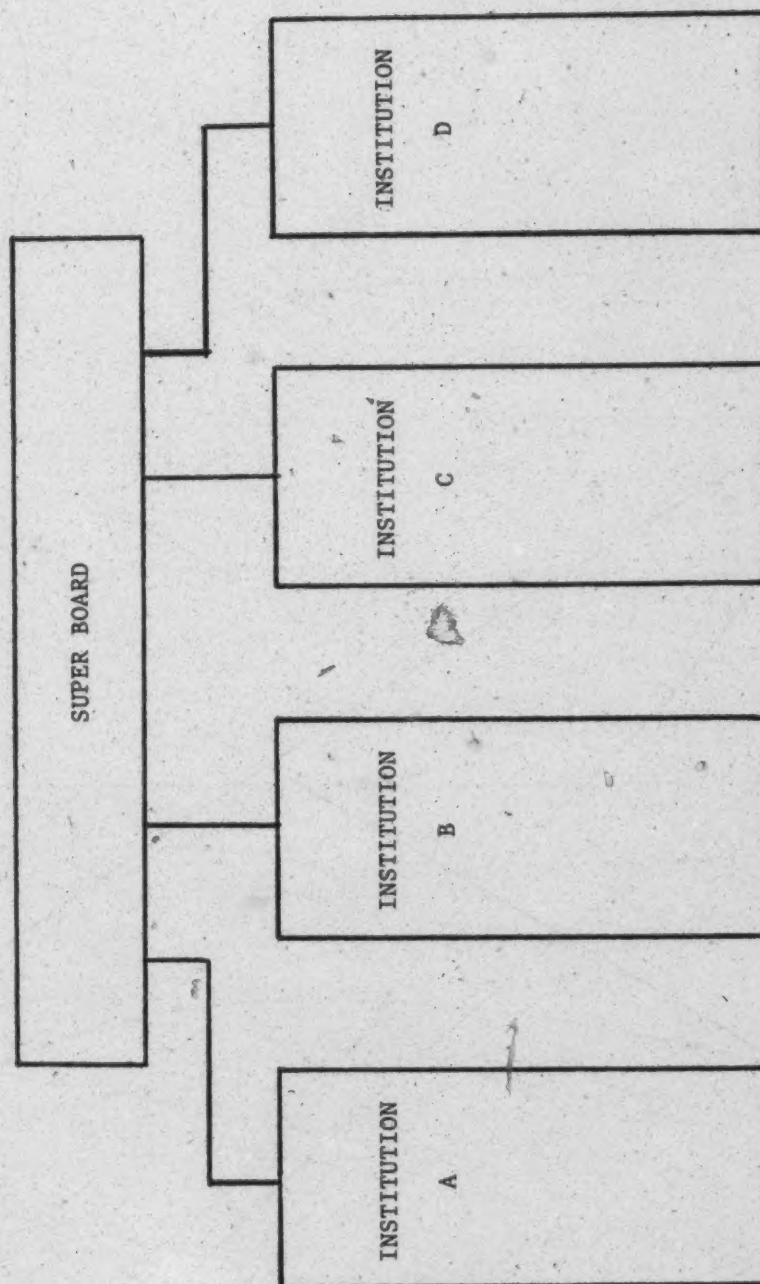


Figure 2. Possible relationship between a super board and individual institutions.

Although Thiemann (1971:23) concedes there is no pattern of partnership more effective or efficient than another, he does conclude that more states seem to be adopting the coordinating board pattern.

Berdahl (1971:18) classified states on the basis of the degree of centralized coordinating authority exercised over all senior public institutions within the state and identified the following four categories:

- TYPE I States which have neither a single coordinating agency created by statute nor a voluntary association performing a significant state-wide coordinating function.
- TYPE II States in which voluntary state-wide coordination is performed by the institutions themselves operating with some degree of formality.
- TYPE III States which have a state-wide coordinating board created by statute but not superseding institutional or segmental governing boards. There are three subtypes in this category:
 - A. A board composed in the majority of institutional representatives and having essentially advisory powers.
 - B. A board composed entirely or in the majority of public members and having essentially advisory powers.
 - C. A board composed entirely or in the majority of public members and having regulatory powers in certain areas without having governing responsibilities of the individual institutions.
- TYPE IV States which have a single governing board, whether functioning as the governing body for the only public institution in the state or as a consolidated governing board for multiple institutions with no local or segmental governing bodies.

According to Berdahl's classification system a total of 92% of all states have established systems of coordination which would be classified as Type III (54%) or Type IV (38%).

It is apparent from an examination of the literature that the

variety of agencies responsible for coordinating post-secondary education varies from government established departments to advisory boards, commissions, committees and ministries of advanced education.

There is a clear indication that three main types of coordinating agencies exist and they could be classified as departmental, intermediary and voluntary.

Departmental Agencies

The development of those coordinating agencies which evolved from a department of education in various provinces has probably been a complex process. Governments may have established a small branch within a department of education to provide some means of coordination and planning for the post-secondary educational program in the province. Rapidly increasing enrollments, growth in number and size of post-secondary educational institutions resulted in an equivalent development of the departmental coordinating agencies and many have assumed the status of ministries.

Intermediary Agencies

Another type of coordinating agency has been gaining considerable popularity in recent years. The advisory boards, grants commissions, commissions having statutory powers of control over the affairs of institutions, and committees which have normally been established by passing an act of parliament are an important factor in coordinating post-secondary education today.

Voluntary Agencies

A third type of coordinating agency exists in Canada which does

not appear to be as popular or effective as other forms of coordination. Voluntary agreements of cooperation have existed for several years in many of the provinces but their successes have been limited and with the exception of Ontario and Quebec they seem to contribute little in the coordinating process. The Conference of Rectors and Principals of Quebec Universities and the Council of Ontario Universities are two agencies which do play a substantive role in the coordination of post-secondary education in their respective provinces. Both these agencies have formal constitutions, possess large administrative and research staffs and exert considerable influence in the development of higher education. They do not, however, have any legal authority in the coordinating process and hence must operate through influence by presenting papers to the minister and publishing documents.

Trends in Establishment and Growth of Coordinating Agencies

Glenny (1965:101) notes three distinct trends in the types of coordinating agencies which have developed over a period of years:

1. The number of state-wide coordinating agencies is remaining static although their operations have broadened in scope.
2. The single board for governance and coordination is no longer widely accepted as a means for achieving coordination.
3. Coordinating boards are rapidly becoming the principal scheme for coordination of state systems.

The establishment and growth of coordinating agencies for post-secondary education has been a process which began slowly and reached its peak only in recent years in both the United States and Canada.

Berdahl (1971:20-22) reports that up to 1969 all but two states have developed some form of state agency with the responsibility of

coordinating post-secondary education. The two exceptions were Delaware and Vermont but indications were clearly evident that these states would soon develop some type of coordinating agency. The trend toward establishment of coordinating agencies for post-secondary education is clearly evidenced by the fact that prior to 1960 only 24 agencies had been established while in the 1960's a total of 24 new agencies for coordination were established in various states.

Possibly the major reason for the creation of a large number of coordinating agencies in the 1960's was the rapid increase in enrollment in all areas of post-secondary education during that decade. The resulting development of a complexity of institutions offering a variety of post-secondary educational programs resulted in the establishment of agencies to provide for more orderly growth and some control of post-secondary education.

One thing becomes apparent when examining the various forms or types of coordinating agencies--there is no one best structure appropriate to the diversity of coordination problems and the peculiarities of each geographical and political region. The rapid increase in numbers of post-secondary institutions which governments were required to finance and build in each province in Canada brought about an increased concern for economy and supervision which was interpreted differently by each of the provinces. This difference in interpretation is reflected in the variety of coordinating agencies which have been established. Provincial legislatures have sought to coordinate post-secondary agencies through voluntary agreements, advisory bodies, intermediary agencies and various forms of government departments. The trends in Canada are not

yet clearly evident and in most cases a trial and error process would be the best way to describe the approaches adopted by provincial legislatures for attempting to coordinate post-secondary education.

Hurtubise and Rowat (1970:232) outline in a comparative chart the agencies responsible for coordination of higher education in Canada. The chart is included in Appendix A. An examination of the chart indicates that all the provinces in Canada moved toward establishment of coordinating agencies and that all these agencies were established in the 1960's with the exception of Newfoundland and Saskatchewan where coordination is carried out by a Board of Governors which serves the only university institution established within their respective provinces.

Smith (1970) identified the same agencies responsible for coordination of higher education in each province but included also agencies established for coordination of college systems in those provinces in which Community Colleges had been established. Both authors indicated the names of coordinating agencies, their composition, scope of jurisdiction, powers, and the legislative acts which led to their formation. An examination of the information gives a preliminary and superficial view of the projected powers and activities of each individual agency. Glenn (1959:61) indicated in his study that there is often a large discrepancy between the legal provisions binding a coordinating agency and its actual undertakings. He points out that changes in objectives, relationships and methods of coordination are common over a period of time with the result that new interpretations are constantly being made of legal provisions. Consequently, it

is necessary to go beyond legal provisions in order to determine the nature of coordination activities.

Coordination by Governmental Agencies

In recent years there has been a significant movement by legislatures to establish coordinating agencies for post-secondary education whose primary responsibility is to government. McConnell (1966:134) emphasizes the move toward establishment of government agencies to coordinate the needs of institutions of higher education and suggests five trends that are apparent in the United States:

1. The degree of involvement, intervention and initiative by the government in university affairs will increase greatly.
2. Governments may be expected to work with university Grants Committees but will exert much more initiative and make many more final decisions in the process.
3. The universities will be invited to participate in planning but governments will no longer wait for voluntary bodies to collaborate on matters of far reaching national policy.
4. The day of intuitive improvisation in higher education is over.
5. Universities will have to relate themselves in manifold ways to secondary and post-secondary institutions.

It would seem from these comments that in future the development of public systems of higher education will be in accordance with a coordinating body responsible to government for planning a comprehensive program of advanced education.

In establishing government agencies to plan and coordinate the activities of institutions of higher education there are at least three problems which must be resolved according to Millett (1965):

1. The problem of deciding what kind of planning agency to create, and how to relate the agency to the decision making organs of the state agency.

2. The problem of determining what relationship should exist between the state planning agency and individual publicly sponsored institutions of higher education.
3. The problem of defining what planning means in the field of higher education and to define the content of state master plans for higher education.

With respect to the problem of deciding what kind of planning agency to create, Millett indicates the tendency has been to establish boards for coordinating and planning higher education because they tend to provide a type of political isolation against partisan groups. He further indicates that although boards are a desirable entity they have authority only to recommend and do not have the power to decide which seriously limits their effectiveness.

The problem of defining planning is critical in determining the role and responsibility of any agency established to plan and coordinate activities of institutions of higher education. Millett (1965) stated:

Planning is a process of determining policies and programs of government action but it is not necessarily identified with any particular partisan political point of view. Planning has to do with determining policies and programs in a substantive field of action--it means planning something.

In determining the relationship which should exist between a coordinating agency responsible for planning and individual public institutions of higher education one must consider two principles according to Millett (1965): "(1) planning as a process cannot be separated from the operations of the activity involved, and (2) planning policy in higher education must depend upon continuing intimate association with the activity itself."

There is an obvious need to establish a close working

relationship between those who plan and those who carry out the plan, and there are several methods in existence at present which attempt to achieve this relationship. One method is to have a single lay board for all institutions of higher education; a second device is to include on a central board representation from all the individual institutions over which the central board has jurisdiction; and the third method is to establish a separate board for planning policy and separate staff for implementing programs. Regardless of which of these three alternatives governments choose for coordinating post-secondary education it will be necessary to make provision for planning to ensure development of adequate policies. The emphasis which governments give to the planning function of coordinating agencies will reflect their intention to ensure orderly growth of a higher education system.

Coordination by Voluntary Agencies

Ideally one would have expected universities and other institutions of higher education to establish voluntary associations which would undertake the necessary planning and coordination, however, it seems that most colleges and universities have been operating as independent and isolated units protecting their own interests. In most cases universities and colleges approached provincial governments only for increased financial support and normally requests were made and decisions reached on the basis of personal interest or political expediency. This attitude of meeting immediate and personal demands of single institutions coupled with a reluctance to consider the requirements of other institutions sealed the doom of many early attempts to

establish voluntary coordinating agencies.

Hurtubise and Rowat (1970:85) outlined another and probably the most important reason for the failure of voluntary coordination agreements:

Voluntary cooperation among universities failed because of its characteristics and because, even if it could work, a collection of institutions cannot adequately express or safeguard the interests of the state in the sphere of higher education.

There were other more complex problems associated with attempts to establish voluntary coordination related to the fact that neither government nor the individual institutions are certain about what the purpose of post-secondary education ought to be.

Hurtubise and Rowat (1970:83-84) indicated some of these problems:

The insularity of individual institutions rendered them inadequate to cope with their increasing functions and numbers. As they faced increased pressures from government to economize through cooperation the institutional leaders made attempts to coordinate their activities. Almost all of these efforts were based on the principle of voluntary cooperation and, on the whole, resulted in little more than talks about cooperation. This was mainly because the institutions themselves were caught in the midst of internal reforms, which undermined the legitimacy of such efforts or at least made them difficult, for external adjustments did not keep pace with internal reforms. Moreover, the government, the only body that had the power to do so, failed to provide the necessary framework within which both meaningful cooperation could take place and government responsibilities could be borne.

The failure of voluntary coordinating arrangements is indicated by their disappearance as a strong contending force in the field of post-secondary education today. Very few voluntary coordinating agencies exist in the Canadian provinces today and those that are in existence derive their efficacy from direct or indirect representation to government authorities. Those voluntary agencies that are in existence are

organized and maintained to present a unified front to government on matters of policy which affects higher education, however, they enjoy only the legal right of existence with no authority to act unless they obtain government sanction. Provincial governments have moved to establish various types of coordinating agencies but this should not lead to the conclusion that the problems faced by higher education today can be solved only by direct government intervention; it may be that legislatures have not provided the proper environment for the nourishment and growth of voluntary arrangements.

Conclusions About Development of Coordinating Agencies

The trend toward government consolidation of planning and coordination of higher education is obvious through examining the history and development of existing coordinating agencies. The exact form of agency established varies considerably from one state or province to another but it becomes obvious when investigating each coordinating body that the exact type of agency depends on which level of government assumes the major responsibility for the cost of that education.

In the United States a large number of coordinating boards have developed during recent years, as indicated by Glenny (1959:91). The coordinating board (Commission, council, committee) is rapidly gaining ascendancy over all methods of coordination. While the single governing board arrangement has gained only three new adherents in over thirty years, no less than thirteen new coordinating agencies have been formed in the past four years and several existing agencies have been given

coordinating powers.

The formation of coordinating boards might indicate that state governments need to consolidate existing agencies in efforts to provide a unified front in competing for money from the federal government to aid in the financing of that education. There is little doubt that the real "boom" in development of post-secondary education institutions and involvement of society in "advanced" education originally took place in the United States. It is also true that particular states rapidly found themselves in stiff competition with other states for federal monies to provide necessary and desirable expansion in the field of higher education. United efforts were of paramount importance in attempts to secure the additional monies which most states found they were unable to provide and it became extremely important to set up organizations which would not only ensure adequate coordination among individual institutions but also have the authority and staff which would enable them to deal effectively with the federal government and its agencies when negotiating for increased assistance for higher education.

The same general trend in development of higher education has occurred in Canada, particularly during the past decade, and similar trends in establishment of coordinating agencies have prevailed. As was noted when considering the growth of coordinating agencies for post-secondary education in the United States, the trend is toward establishing agencies capable of providing advisory assistance to the state government. A similar trend has occurred in Canada over the past ten or twelve years--during this time provincial governments have set up the legal framework for establishing coordinating commissions with the

major responsibility of advising provincial legislatures. It is likely that by ensuring greater availability of information, tighter control over programs in individual institutions, and professional advice on the development and growth of higher education public support for post-secondary education would increase.

The reasons for establishing coordinating agencies are not always evident and the type of coordination mechanism implemented varies considerably from one province to another. This study focuses on the variety of coordinating agencies in existence, their structural characteristics and their work activities. Also included is an examination of some of the problems encountered by those agencies responsible for coordinating post-secondary education in Canada.

CHAPTER 3

RESEARCH PROCEDURES

This study represents one part of a larger research project focussing on the need for improved planning practices in post-secondary education at the provincial level. The larger study was intended to provide a research base from which to work toward such improvement by focussing on the planning activities of structures (commissions, committees, councils, and other agencies) which have been given, or which have assumed, some responsibility for coordinating the development of post-secondary education in selected provinces. More specifically, the study proposed (1) to identify and describe the structures which presently hold responsibility for coordinating developments in post-secondary education; (2) to identify and classify the planning activities of present structures; and (3) to develop alternatives to present organization and practices.

The major study was designed to go forward in three phases. The first phase consisted of a questionnaire survey and documentary analysis designed to provide descriptions of coordinating structures and their planning activities in the ten provinces. The second phase of the project was a comparative study of coordinating structures in Alberta and Ontario while the third consisted of an intensive examination of the planning activities of structures for coordinating developments in post-secondary education in Alberta.

This thesis represents that aspect of the larger research

project which was designed to identify structures which were responsible for coordination of post-secondary education in each of the ten provinces of Canada. Information on the structure and activities of these coordinating agencies was collected using a questionnaire as the principal technique and using a limited number of interviews to supplement missing information.

Identification of Coordinating Agencies

The first major task in this project was identification of those agencies which held some responsibility for coordination of post-secondary education in each province. Letters were forwarded to the Deputy Ministers of Education requesting the names of those persons or agencies who had some responsibility for coordinating post-secondary education in each province. A copy of this letter is included in Appendix B, Part One. Since this was the principal method for identifying those agencies responsible for coordinating post-secondary education in each province, information provided by the Deputy Ministers determined those agencies which were subsequently contacted for information.

All post-secondary coordinating agencies in Canada have been established and formalized within the past ten years as indicated in Table 1. The information included in Table 1 was obtained from letters received from the Deputy Ministers of Education identifying the coordinating agencies in their respective provinces supplemented by data obtained from annual reports.

It would appear that the increased expansion in numbers of

TABLE 1

AGENCIES IDENTIFIED AS RESPONSIBLE FOR COORDINATION AND
PLANNING POST-SECONDARY EDUCATION IN CANADA

PROVINCE	NAME OF AGENCY	DATE AGENCY ESTABLISHED	ACT OR STATUTE WHICH LED TO INITIAL FORMATION	DATE ACT PASSED
British Columbia	Division of Post-Secondary Services	1967	NOT APPLICABLE	
	Academic Board	1963	Act of Parliament	1963
Alberta	Universities Commission	1966	Universities Act	1966
	Colleges Commission	1969	Colleges Act	1969
Saskatchewan	Branch of Applied Arts and Sciences	1968	Order in Council	1968
Manitoba	University Grants Commission	1967	University Grants Commission Act	1967
	Review and Development Branch	-	NOT APPLICABLE	
Ontario	Ministry of Colleges and Universities	1972	Order in Council	1972
	Committee on University Affairs	1964	Order in Council	1964
Quebec	Council of Universities	1969	Council of Universities Act	1968
	Department Generale de L'Enseignement Superieur	-	NOT APPLICABLE	
	Department Generale de L'Enseignement Collegial	1966	NOT APPLICABLE	
Nova Scotia	University Grants Committee	1963	Assistance Act	1963
New Brunswick	Higher Education Commission	1967	Post-Secondary Education Act	1967
Prince Edward Island	Commission on Post-Secondary Education	1969	Act to Establish a Commission on Post-Secondary Education	1968
Newfoundland	No specific agency	-	-	

post-secondary educational institutions coupled with a rapid rise in enrollment during this period forced provincial governments into a position where they had to examine more closely expenditures apportioned to higher education and at the same time establish some form of coordinating agency which could provide them with professional advice on the regulation and development of higher education. Regardless of the type of coordinating agency established, it is apparent that all provinces in Canada moved quickly to organize some form of coordinating agency for advanced education in an attempt to safeguard public interest and the individual institutions.

Coordinating agencies were initially organized to deal only with the universities but with the rapid growth of other forms of post-secondary education and the growth of community colleges, most governments also established various types of agencies to provide for coordination of all post-secondary education within the province.

Questionnaire Development

A second major task in this study was the development of questionnaires for collecting data from both directors and personnel of coordinating agencies. Before developing questionnaires for use in the larger research project a review of some of the available literature on coordination of post-secondary education was conducted. The literature was then analyzed to determine those types of questions which would provide useful information about the characteristics and operation of coordinating agencies. This resulted in the development of two questionnaires. One questionnaire was designed to be completed by

directors who could provide general information about the coordinating agency and the other was for personnel who could provide information about their work in the agency.

The questionnaires contained a majority of closed-ended questions which permitted ease of answering and simplicity for analysis but restricted freedom of response. The questionnaires were presented to graduate students and professors of educational administration at the University of Alberta for comment and suggestions regarding improvement. The format of the questionnaires and some of the content was modified on the basis of suggestions made by the graduate students and professors. The revised questionnaires are included in Appendix B. Part Two of Appendix B contains the directors' questionnaire and Part Three the questionnaire intended for personnel of coordinating agencies. These revised questionnaires still consist of a majority of closed-ended questions but several questions were included which would allow greater freedom of response.

Questionnaire Distribution

Once coordinating agencies had been identified and questionnaires developed, a letter and a brief summary of the research project were forwarded to the director of each agency. A copy of the letter and project summary is included in Appendix B, Parts Four and Five. The director was asked to cooperate with the research project by completing the questionnaire. When the completed directors' questionnaire had been received the names of research and administrative staff were obtained from the questionnaire. A summary of the research project, a

personnel questionnaire and a letter requesting cooperation with the research project were forwarded to the research and administrative personnel in each agency. A copy of the letter sent to personnel is included in Appendix B, Part Six.

In an attempt to improve responses and obtain a more representative sample, reminder letters were sent to all directors and personnel who had not completed and returned the questionnaire within a three-week period.

Questionnaire Responses

Directors' Responses

Despite the fact that many agencies intended to cooperate with the research project, responses were limited. Returns from directors of coordinating agencies were good; however, responses from administrative and research personnel were limited. The director of each agency listed in Table 2 submitted a completed questionnaire.

Personnel Responses

Table 3 indicates the number of responses from those research and administrative personnel which were identified from the questionnaire received from directors of those agencies listed in Table 2. There were 18 of a possible 41 research and administrative personnel who returned completed questionnaires. There were no returns from three of the ten coordinating agencies which cooperated with the study and the response from personnel in all agencies was low, with the notable exception of the Alberta Colleges Commission.

TABLE 2
AGENCIES WHICH SUBMITTED COMPLETED
DIRECTORS' QUESTIONNAIRES

PROVINCE	AGENCY
British Columbia	Division of Post-Secondary Services
Alberta	Universities Commission Colleges Commission
Saskatchewan	Branch of Applied Arts and Sciences
Manitoba	University Grants Commission
Ontario	Ministry of Colleges and Universities
Quebec	Council of Universities
Nova Scotia	University Grants Committee
New Brunswick	Higher Education Commission
Prince Edward Island	Commission on Post-Secondary Education

TABLE 3

QUESTIONNAIRE RESPONSES FROM RESEARCH AND ADMINISTRATIVE PERSONNEL
IN COORDINATING AGENCIES COOPERATING WITH THIS STUDY

Province	Agency	Number of Research & Administrative Personnel Identified	Number of Completed Questionnaires Returned
British Columbia	Division of Post- Secondary Services	3	1
Alberta	Universities Commission Colleges Commission	3 7	1 7
Saskatchewan	Branch of Applied Arts and Sciences	3	2
Manitoba	University Grants Commission	4	0
Ontario	Ministry of Colleges and Universities	11	4
Quebec	Council of Universities	5	2
Nova Scotia	University Grants Committee	1	1
New Brunswick	Higher Education Commission	4	0
Prince Edward Island	Commission on Post- Secondary Education	0	0
TOTALS		41	18

Interview Procedures

As a result of the lack of responses from some agencies and in an effort to complement data from those agencies which had cooperated with the study, directors and personnel of selected agencies were interviewed. A complete list of persons interviewed, the positions they held in their coordinating agency and the date of the interview is included in Table 4.

The interviews were not structured but were designed to obtain general information which could not be obtained from completed questionnaires or which described the activities of the coordinating agency in more detail. It was also anticipated that personal interviews with key personnel in coordinating agencies might improve the rate of response to the questionnaire. Annual reports were collected if they were available, to provide supplementary information which would assist in determining the activities of each coordinating agency.

Agencies Cooperating with this Study

Although this study did identify those agencies holding a major responsibility for coordinating post-secondary education in each province it was not possible to include information about each agency in this report. There were two major reasons for not including all coordinating agencies in the report:

1. There was a lack of cooperation from the directors of some agencies in completing questionnaires and supplying other information.

TABLE 4
LIST OF PERSONS INTERVIEWED FOR THIS RESEARCH PROJECT

Person	Title	Date of Interview
Mr. H. Thompson	Chairman, Alberta Universities Commission	April 21, 1972
Mr. H. Kolesar	Chairman, Alberta Colleges Commission	April 26, 1972
Mr. W. Sharpe	Chief Post-Secondary Programs, Applied Arts and Science Branch, Saskatchewan Department of Education	May 8, 1972
Miss Matheson	Chief Health Services, Applied Arts and Science Branch, Saskatchewan Department of Education	May 8, 1972
Mr. G. Clarke	Community Colleges Division Manitoba Department of Colleges and University Affairs	April 28, 1972
Mr. H. Jackson	Director, Applies Arts and Technology Ontario Department of Colleges and Universities	May 1, 1972
Mr. A. P. Gordon	Assistant Deputy Minister Ontario Department of Colleges and Universities	May 2, 1972
Mr. G. Gauthier	President, Quebec Council of Universities	May 4, 1972

2. The complete lack of response by research and administrative personnel in some agencies whose directors did cooperate with the study would not permit comparisons to be made.

The two factors listed above resulted in a decision to include in the thesis only that information supplied by directors of those coordinating agencies which cooperated with the study. In some places the information supplied by directors was supplemented by information contained in annual reports or obtained from interviews.

Directors' Questionnaire

Data selected for inclusion in this study were taken mainly from the directors' questionnaire which is included in Part Two of Appendix B. The questionnaire is divided into three sections on the basis of questions concerning the establishment of the coordinating agency, the structural characteristics of the agency and the specific work functions of the agency.

Those questions regarding the establishment of the coordinating agency included:

1. What date was the agency established?
2. What legislation (if any) led to the formation of the agency?
3. What organization is the agency responsible for coordinating?
4. What are the terms of reference of the agency?

Questions concerning structural characteristics were designed to determine if there was a board associated with the agency, the number of staff members working in the agency and the extent to which part-time staff were utilized.

Questions in Section C of the questionnaire were designed to obtain concise yet descriptive details concerning the activities of each agency. Questions concerning the objectives of the agency, how objectives are determined, and to whom the agency was responsible provided information about the framework within which the agency operated.

Questions 5, 6 and 13 of Part C were designed to determine the major work emphasis of the coordinating agency, the emphasis given to various methods used to achieve objectives and the factors which have tended to limit the success of the agency. These questions were closed-ended and respondents were asked to use the following scale when answering each question:

M - major emphasis

S - some emphasis

L - little emphasis

N - no emphasis

Questions 7 and 8 of Section C requested information about the type of projects which the coordinating agency had undertaken during the past year. Question 7 asked respondents to indicate which projects had originated as a result of a request from outside the agency and to identify the person initiating the request. Question 8 focused on those projects which had originated within the agency and the initiator of each project.

Summary

The limited information obtained from many of the agencies identified as holding a responsibility for coordinating post-secondary

education in Canada resulted in a decision to include in this thesis only information supplied by directors of coordinating agencies. The information included in the following chapters represents data provided by the directors of those agencies listed in Table 2 supplemented by annual reports or interviews wherever possible. The information presented in subsequent chapters is representative of the nature, functions and activities of those post-secondary coordinating agencies which cooperated with the research project.

CHAPTER 4

STRUCTURE AND PURPOSES OF COORDINATING AGENCIES

The wide variety and complexity of structures which exist to coordinate post-secondary education in the various provinces throughout Canada is not surprising. McConnell (1965:6) comments on the problem of developing tidy organizations for coordinating post-secondary education:

Those familiar with American higher education, the subtle nature of human motivation, and the social forces that play on individuals and institutions will not be surprised with the conclusion . . . that no neat pattern can be designed, despite the need for rationality and the purposeful differentiation. This inability to systemize higher education will annoy the doctrinaire in planning and in public administration who is preoccupied with formal structure, stable and tidy organization, and detailed control; and it will baffle the thoughtful educator who would like to make higher education more orderly without organizing it rigidly . . .

Most coordinating agencies are normally established after a study or an investigation into the needs of post-secondary education within a province. The different structures which legislatures have developed for coordination reflect the priorities assigned to post-secondary education and the particular need to develop some form of coordinating agency.

Coordinating Structures

On the basis of information supplied by directors of coordinating agencies, each agency was classified as either intermediary or departmental. Table 5 includes a classification by type of the agencies which have responsibility for coordinating post-secondary education in

TABLE 5
CLASSIFICATION AND CHARACTERISTICS OF COORDINATING AGENCIES,
MAY 1972

PROVINCE	NAME OF AGENCY	TYPE OF AGENCY	PERSON TO WHOM THE AGENCY REPORTS	NUMBER OF ORGANIZATIONS COORDINATED
BRITISH COLUMBIA	Division of Post-Secondary Services	Departmental	Deputy Minister of Education	12
ALBERTA	Universities Commission	Intermediary	Minister of Advanced Education	5
	Colleges Commission	Intermediary	Minister of Advanced Education	5
SASKATCHEWAN	Branch of Applied Arts and Sciences	Departmental	Deputy Minister of Education	6
MANITOBA	University Grants Commission	Intermediary	Minister of Colleges and University Affairs	6
ONTARIO	Ministry of Colleges and Universities	Departmental	Minister of Colleges and University Affairs	not specified
QUEBEC	Council of Universities	Intermediary	Minister of Education	9
NOVA SCOTIA	University Grants Committee	Intermediary	Minister of Education	13
NEW BRUNSWICK	Higher Education Commission	Intermediary	Lieutenant Governor	13
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	Intermediary	Minister of Education	2

various provinces. There was a total of seven agencies which were classified as intermediary and three which were classified as departmental which cooperated with this study. The Alberta Colleges and Universities Commissions, Manitoba University Grants Commission and Quebec Council of Universities provide four examples of the type of agency which acts as an intermediate advisory committee with statutory authority to exercise control over the operation of some aspects of individual institutions.

British Columbia, Saskatchewan and Ontario have established separate departments or ministries for coordinating post-secondary education. The British Columbia Division of Post-Secondary Services, the Saskatchewan Branch of Applied Arts and Sciences, and the Ontario Ministry of Colleges and Universities are examples of structures which have been established by government as separate from the department of education having specific duties in coordination of post-secondary education.

Table 5 also indicates that the majority of coordinating agencies from which responses were obtained reported directly to the Minister of Education. The British Columbia Academic Board, both the University and Colleges Commissions in Alberta, the Manitoba University Grants Commission, Quebec Council of Universities, Nova Scotia University Grants Committee and Prince Edward Island Commission on Post-Secondary Education all indicated that they were directly responsible to the corresponding minister. This is not a surprising finding since all these agencies are classified as intermediary agencies and this type of agency is usually established to give advice directly to the

minister responsible for post-secondary education. The one notable exception exists in the case of the New Brunswick Higher Education Commission which reports its activities and advises the Lieutenant-Governor in Council on the needs for post-secondary education in that province. Those coordinating agencies which are classified as departmental agencies normally report to a Deputy Minister or Assistant Minister of Education as indicated in Table 5. The British Columbia Division of Post-Secondary Services and Saskatchewan Branch of Applied Arts and Sciences report to a deputy minister or his equivalent. Since these agencies are established provincial departments they have skilled administrators to coordinate internal activities of the department and to advise the ministers.

The fact that intermediary agencies report directly to the minister whereas departmental agencies report to a deputy minister reflects the purpose for which the agencies were established. Intermediary agencies were created to act in an advisory capacity to the government minister responsible for ensuring provincial legislatures provide adequately for post-secondary educational needs. Departmental agencies, on the other hand, respond more to informational and administrative needs of the individual institutions and other government established agencies.

Organizational Relationships

In a number of provinces there exists more than one agency responsible for coordination of post-secondary education. This presents a unique situation whereby the individual post-secondary institutions

find they are required to cooperate with both intermediary and departmental coordinating agencies. Figures 3, 4, and 5 are diagrams illustrating the type of organizational relationships in existence in three selected Canadian provinces. The organizational relationships for coordination of post-secondary education in British Columbia, Manitoba and Quebec were selected since they are representative of the wide variety of coordinating structures in existence in Canada. A close examination of these diagrams reveals the complexity and variety of organizations which exist to attempt adequate coordination of higher education. In the case of British Columbia, the Division of Post-Secondary Services is the departmental agency responsible for coordinating all aspects of post-secondary education in the province while the Academic Board advises the Minister of Education only with respect to university matters.

In Manitoba, there are two intermediary advisory bodies: the University Grants Committee, which is responsible for university coordination and the Community College Council which advises the Minister of Colleges and the University Affairs on matters affecting the provincial community colleges. The Manitoba Ministry of Colleges and University Affairs also has its own departmental agency designed mainly to provide control and cooperation in the growth and development of the community college system.

In Quebec, the system of coordination of post-secondary education is rather complex and includes the Superior Council of Education which plays a minor role in university coordination since the Council of Universities was established in 1969 to advise the minister specifically

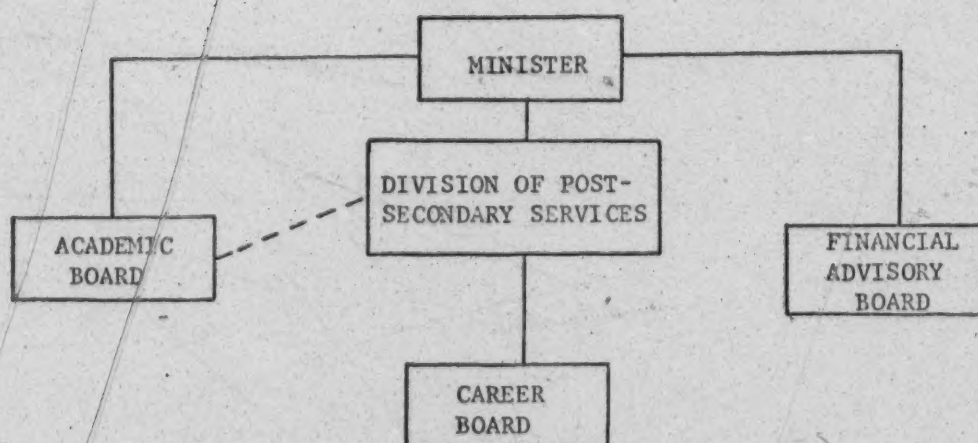


Figure 3: Organizational relationships for coordination of post-secondary education in British Columbia.

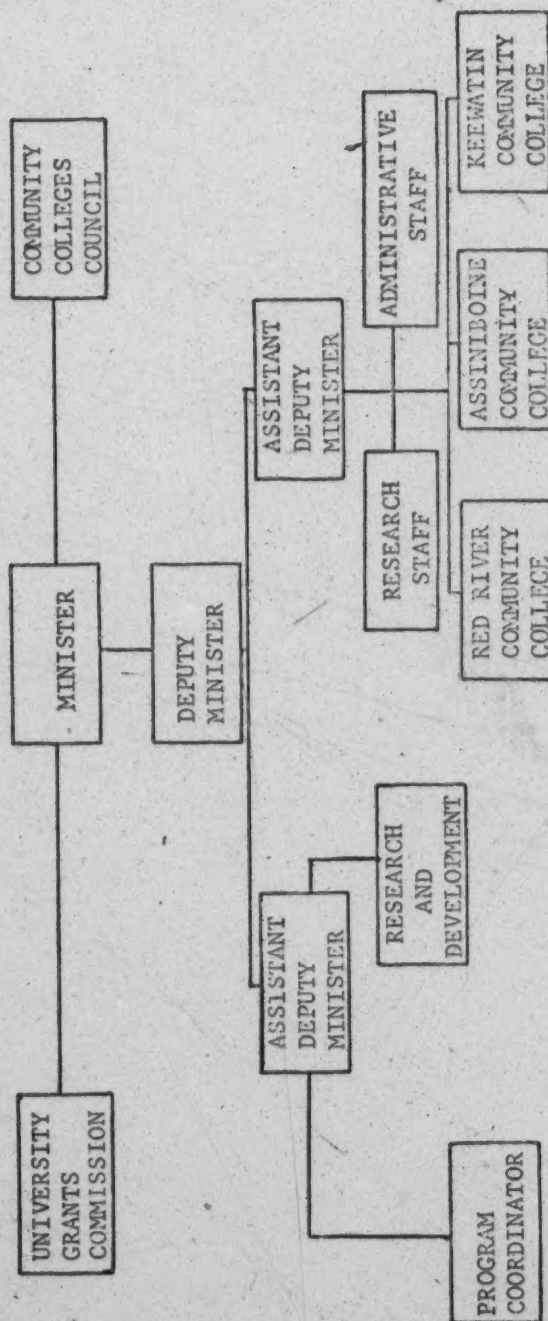


Figure 4: Organization chart for Manitoba Ministry of Colleges and University Affairs showing interrelationships between agencies responsible for coordinating post-secondary education in the province.

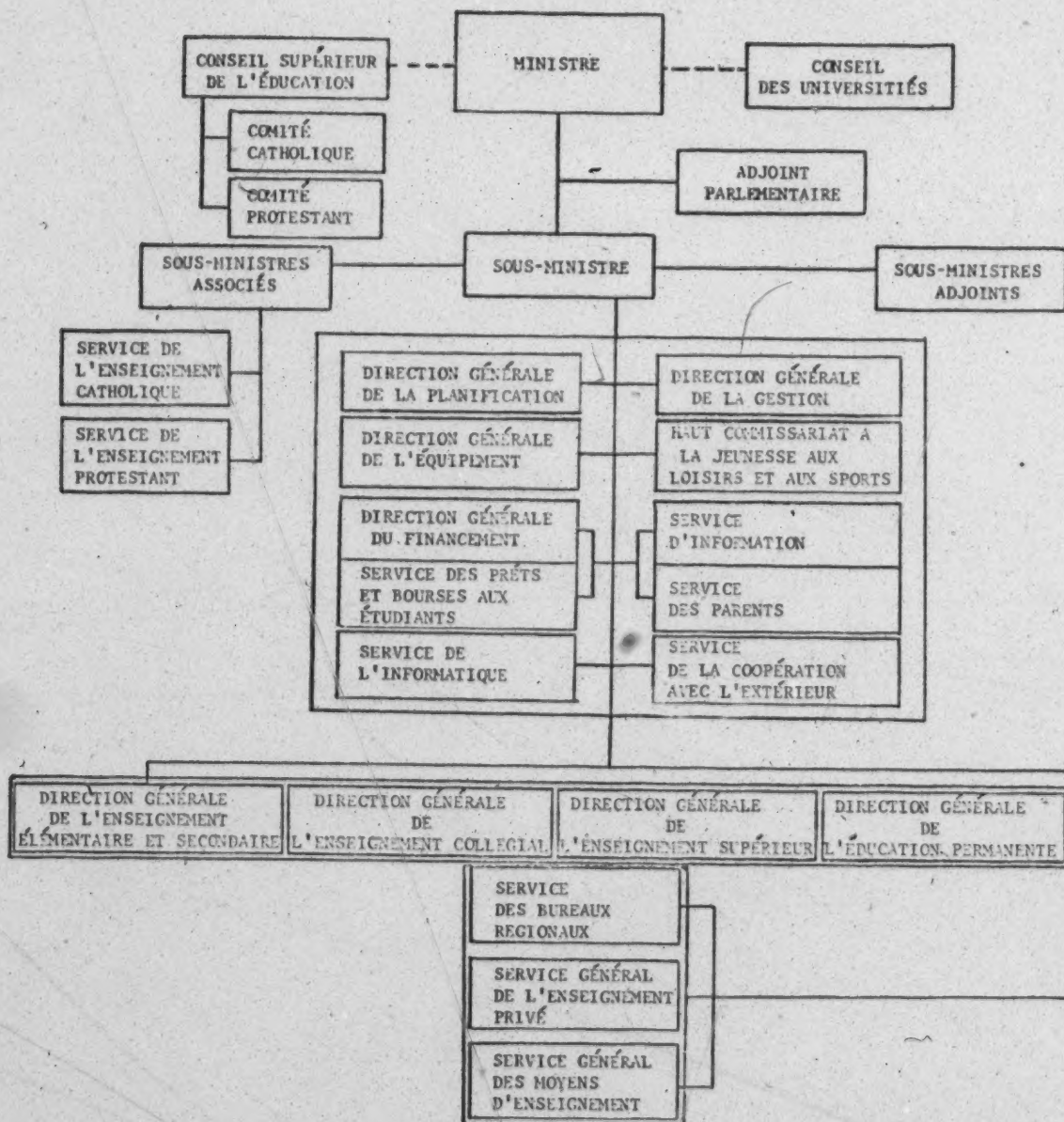


Figure 5: Organizational chart for the Quebec Ministry of Education showing the relationships between agencies responsible for coordinating post-secondary education in the province.

on the needs of higher education and university research. There is also a departmental agency, the Department Generale de l'Enseignement Superieur (D.G.E.S.) which works in close cooperation with the Council of Universities to ensure the orderly development of higher education in the province. One point of particular interest in the Quebec higher education system is the fact that colleges are not considered to be a part of the post-secondary system. The term post-secondary education in Quebec refers exclusively to the university system of education.

The previous examples of organizational forms in existence for coordinating post-secondary education indicates the unique situation which can develop whereby individual institutions must cooperate with more than one agency. The division of responsibilities is not always clearly indicated between the coordinating agencies and a complexity of inter-relationships develops between government, coordinating agencies and individual institutions. The individual post-secondary institutions must cooperate with both departmental and intermediary coordinating agencies, the intermediary agencies must establish credibility with both individual institutions and government, and departmental agencies often provide administrative services for both the government and the intermediary bodies.

Objectives of Coordinating Agencies

The objectives of coordinating agencies established by statute are easily identified since the terms of reference for operation of this type of coordinating agency are normally outlined in the statute. For those post-secondary coordinating agencies in Canada which are classified

as departmental it is not easy to identify objectives as there are no stated terms of reference; usually they operate on the basis of government policies which are made explicit through a deputy minister or his equivalent. It was for this reason that directors of all coordinating agencies participating with the study were asked to identify the primary objectives of their agency. Table 6 lists the primary objectives of each coordinating agency as perceived by the director.

Intermediary Agencies

In the case of intermediary agencies most responses from directors were consistent with the expectation that their perceived objectives would correspond closely with the terms of reference. Appendix C includes the terms of reference for three selected intermediary coordinating agencies. A comparison of the terms of reference (Appendix C) with the directors' perceived objectives (Table 6) for the Alberta Universities Commission, the Manitoba Grants Commission and the Quebec Council of Universities revealed several similarities. All three agencies were established in statute to exercise some measure of control over financial-budgetary matters affecting universities and in each case, the director perceived these to be among the major functions of the agency. All three agencies were directed to carry out a planning and coordinating function and all three directors indicated this was one of the major purposes of their agency. It is evident that in the case of all three intermediary agencies the directors' perceived objectives correspond closely with the terms of reference under which the agency was established.

It is of considerable interest to note that one of the directors

PRIMARY OBJECTIVES OF AGENCIES AS PERCEIVED BY THE DIRECTOR

PROVINCE	NAME OF AGENCY	OBJECTIVES
BRITISH COLUMBIA	Division of Post-Secondary Services	1. Give leadership in development of post-secondary education. 2. Coordinate post-secondary education. 3. Monitor the institutions to maintain effectiveness and efficiency.
ALBERTA	Universities Commission	1. Inquire into financial needs of universities. 2. Gather and make available information re university education. 3. Divide funds equitably between universities. 4. Regulate establishment or extension of programs of study.
	Colleges Commission	1. Information not supplied.
SASKATCHEWAN	Branch of Applied Arts and Sciences	1. Assessment and evaluation. 2. Planning. 3. Coordination. 4. Supervision. 5. Administration.
MANITOBA	University Grants Commission	1. Devise a means whereby the Commission is able to discharge its responsibility without interfering with institutional autonomy. 2. To act as an initiator of activities designed to assist the institutions. 3. To promote cooperative endeavors which assist the institutions. 4. To act as a buffer between government and universities. 5. To establish credibility with government and universities. 6. To distribute funds in an equitable way. 7. To support practicable program innovation.
ONTARIO	Ministry of Colleges and Universities	1. Coordinate developments in post-secondary education. 2. Provide technical assistance to colleges. 3. Coordinate contract training for government agencies. 4. Provide secretarial service to Council of Regents.
QUEBEC	Council of Universities	1. Determine objectives of higher education. 2. Determine how well universities meet their objectives. 3. Analyze university budgets.
NOVA SCOTIA	University Grants Committee	1. Coordinate all matters pertaining to post-secondary education in the province.
NEW BRUNSWICK	Higher Education Commission	1. Advise government on university needs. 2. Allocate public funds fairly among universities and colleges. 3. Develop the most satisfactory pattern of post-secondary education for the province. 4. To encourage coordination and cooperation among post-secondary institutions in the province and Atlantic region.
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	1. Budget submissions to Department of Education. 2. Liaison between government and institutions of post-secondary education. 3. Direct planning and development of post-secondary education. 4. Provide students with adequate post-secondary educational opportunities.

of an intermediary coordinating agency went beyond the terms of reference in assessing the objectives of his agency. The terms of reference for Quebec's Council of Universities (Appendix C) do not indicate any requirement to "determine objectives of higher education" but the director indicated this was one objective with a high priority. It would seem that in the Quebec Council of Universities there is a definite attempt being made to rectify the one major source of conflict which Hurtubise and Rowat (1970:80) believe to be the cause of many deficiencies in university-government relations:

If there is a single cause which is to be blamed for the shortcomings of present government-university relations more than any other, it is probably the lack of clarity about the aims of higher education. It is a cumulative matter, ranging from the uncertainties of the universities themselves about their intended and actual roles in society, through the bewildering and awkward attempts at inter-university links and organizations, to the so-far restrained, but impatient and inconsistent, attempts of provincial governments to deal with universities and with the whole system of higher education.

An examination of the perceived objectives of all intermediary coordinating agencies listed in Table 6 clearly indicates that all directors considered one of their major objectives was to serve as a "buffer" between universities and government. Responses vary from the Prince Edward Island Commission on Post-Secondary Education response "liason between government and institutions of post-secondary education" to Manitoba's University Grants Committee reply "to act as a buffer between governments and universities."

It is apparent from this range of responses that intermediary coordinating agencies have attempted to assume and accept the role for which they were established. They do attempt to act as advisors to governments, to establish credibility with individual institutions of

higher education and to act in the role of a mediator in disputes arising over higher education.

Departmental Agencies

An examination of the directors' perceived objectives for those agencies which could be classified as departmental indicates, as one might expect, an emphasis on administration. The British Columbia Division of Post-Secondary Services, Saskatchewan Branch of Applied Arts and Sciences and Ontario's Ministry of Colleges and Universities all indicate significant emphasis is given to such things as maintaining effectiveness and efficiency, supervision and provision of technical assistance. In addition to providing these administrative services they also indicate that providing leadership, planning and coordination are important objectives for their agencies. The wide range of objectives listed by directors of departmental agencies indicates the large and varied number of services which these agencies attempt to provide on a day-to-day basis.

Two observations about departmental coordinating agencies may merit mention when examining the broad spectrum of objectives listed by the directors. In the first place, it is interesting to note the general consistency and agreement among directors with respect to the primary objectives of this type of agency. In the second instance, because the objectives are numerous and varied, departmental agencies would require large staffs in order to discharge their responsibilities efficiently and effectively.

Common Objectives

In a more general sense, it should be noted from an examination of Table 6 that all coordinating agencies are concerned with matters which could be classified as financial-budgetary. Responses indicate that financial involvement ranges from advising the Minister of Education on the financial needs of individual institutions to analyzing budgets and distributing funds equitably among colleges and universities.

In the area of planning and coordination, directors expressed concern for establishing credibility, gaining recognition from the institutions which they coordinate, and encouraging greater cooperation among these institutions. There was also considerable agreement on the need for more precise planning at the institutional level and for exercising a measure of control over the extension and implementation of new programs. The New Brunswick Higher Education Commission indicated a need for developing a "master plan" for post-secondary education in the province.

The primary objectives of each organization responsible for coordination of post-secondary education in Canada vary considerably and it is difficult to determine whether terms such as "planning," "coordination" and "evaluation" mean similar things to each agency. It can probably be assumed, however, that each provincial agency is concerned about the orderly growth of a system of post-secondary education in their province which will provide maximum opportunity to individuals participating in the program, meaningful cooperation among the institutions offering post-secondary educational programs, and at the same time ensure that the costs are reasonable. The real concern is that

expectations of individuals interested in post-secondary education, autonomy of institutions and the concerns of government are safeguarded in the interest of all persons holding a share of responsibility for higher education in that province.

Internal Structure of Coordinating Agencies

The staffing characteristics of post-secondary educational coordinating agencies are outlined in Table 7. The agencies are listed by province and the number of staff members who perform administrative, research, secretarial and financial services is indicated. Directors of agencies were asked to classify their full-time staff on the basis of their main area of work responsibility into these categories.

Several points of interest are evident from the information in Table 7. Most coordinating agencies employ a large number of personnel whose main responsibility can be classified as secretarial or clerical. The British Columbia Division of Post-Secondary Services employs six of its ten full-time staff members in this capacity, the Saskatchewan Branch of Applied Arts and Sciences indicates that ten members of a staff of twenty-four provide this service.

The lack of a significant number of staff members who could be classified as mainly involved with research is apparent in almost all coordinating agencies. The Alberta Universities Commission and Nova Scotia University Grants Committee are indicative of coordinating agencies with no staff that might be classified as having a major research responsibility. The Quebec Council of Universities and New Brunswick Higher Education Commission are noticeable exceptions

TABLE 7
STAFFING CHARACTERISTICS OF COORDINATING AGENCIES

PROVINCE	NAME OF AGENCY	NUMBER OF STAFF MEMBERS					
		ADMINIS- TRATIVE	RESEARCH	SECRE- TARIAL & CLERICAL	FINAN- CIAL	PART TIME	TOTAL FULL TIME
BRITISH COLUMBIA	Division of Post- Secondary Services	3	-	6	1	5	10
ALBERTA	Universities Commission	3	-	2	1	1	6
	Colleges Commission	5	1	3	1	1	7
SASKATCHEWAN	Branch of Applied Arts and Sciences	5	-	10	9	-	24
MANITOBA	University Grants Commission	3	2	2	1	7-	8
ONTARIO	Ministry of Colleges and Universities		NOT SUPPLIED				
QUEBEC	Council of Universities	2	4	5	-	5	11
NOVA SCOTIA	University Grants Committee	2	-	-	1	4	3
NEW BRUNSWICK	Higher Education Commission	1	3	4	1	-	9
PRINCE EDWARD ISLAND	Commission on Post- Secondary Education	1	-	-	-	-	1

having four out of eleven and three out of nine staff members respectively with a major responsibility for research.

All coordinating agencies employ one financial advisor with the exception of the Prince Edward Island Commission on Post-Secondary Education which has none and the Saskatchewan Branch of Applied Arts and Sciences which employs nine of twenty-four members for providing advice on financial matters.

Most coordinating agencies make use of some part-time assistance which is normally for clerical-secretarial duties. The British Columbia Division of Post-Secondary Services employed five part-time assistants in 1971 and the Quebec Council of Universities employed five. The varying degree to which part-time employment is utilized by the coordinating agencies probably reflects to some degree the nature of work in which they are engaged and the financial resources which are available to them.

As might be expected when considering the total number of personnel employed in coordinating agencies, departmental agencies have the largest number of full-time staff and intermediary agencies normally have small staffs. Government departments tend to emphasize clerical-administrative functions and collection of data which obviously requires employment of a large number of staff members. Intermediary agencies tend to stress their advisory function and normally have small staffs as they often use the data and statistics which are available in provincial departments. Staffing characteristics vary considerably from one agency to another; the composition of each staff tends to reflect the nature for which the agency was established, the particular post-

secondary educational needs of the area, and the financial resources available to the agency.

Summary

In this chapter, coordinating agencies were classified as being departmental or intermediary on the basis of information supplied by the director. There was an examination of the organizational relationships established to coordinate post-secondary education in three selected provinces. The primary objectives of each agency as perceived by the director were discussed and the staffing characteristics of each agency were outlined. It is evident from an examination of the mechanisms established of the objectives of each agency and of their staffing characteristics that coordinating agencies must perform a wide variety of functions. The diversity of functions which each agency must perform is best determined from an examination of the type of coordination activities carried out by each agency. Chapter 5 examines the activities of coordinating agencies as well as some of the accomplishments and problems associated with coordinating post-secondary education in selected provinces.

CHAPTER 5

ACTIVITIES AND ACCOMPLISHMENTS OF COORDINATING AGENCIES

Most coordinating agencies in Canada were established for the main purpose of budget review and control. There has, however, been a trend away from the function of budget rationalization on the part of many agencies responsible for coordinating post-secondary education in the United States. Berdahl (1971:99) indicates the trend in work activities of coordinating agencies is moving from that of budget review to planning activities. It seemed appropriate therefore to investigate the functions performed by coordinating agencies in Canada to determine whether similar changes in functions have taken place.

Work Emphasis in Coordinating Agencies

In this study directors were asked to indicate the degree to which emphasis was placed on various activities in which the coordinating agency was engaged. The question was closed-ended and listed the following activities which were identified from the literature as those in which coordinating agencies normally engaged:

1. Reviewing budgets and allocating resources
2. Developing new programs
3. Changing present programs
4. Implementing newly developed plans
5. Preparing information for policy makers
6. Coordinating the work of institutions.

The directors of each coordinating agency were asked to indicate the emphasis that their particular agency placed on each of these activities. Responses to the closed-ended question are contained in Table 8 and indicate almost without exception that the major function performed by coordinating agencies at the time of the study was reviewing budgets and allocating resources.

The only agency which did not place major emphasis on reviewing budgets and allocating resources was the British Columbia Division of Post-Secondary Services; the director ranked it as an activity which was given "some emphasis." It would appear from the near unanimity of response that coordinating agencies in Canada are still placing a heavy emphasis on the one function for which they were formed. Contrary to the trend which Berdahl (1971:99) indicated was developing in the United States, almost all coordinating agencies in Canada placed stress on the budgetary allocation function as being of major importance.

There may be some indication that coordinating agencies are relating budgetary activities more closely to a planning-coordinating function; it was observed that "preparing information for policy makers" and "coordinating the work of institutions" were ranked as activities which are given considerable emphasis. All ten agencies rated "preparation of information for policy makers" as an activity given either major or some emphasis. Seven agencies placed major emphasis on coordinating the work of institutions and the other three attributed "some emphasis" to this function. The trend towards the planning-coordinating function is, however, not clearly defined and certainly could not be considered well established.

TABLE 8
DEGREE OF EMPHASIS PLACED ON VARIOUS ASPECTS OF WORK

PROVINCE	NAME OF AGENCY	REVIEWING BUDGETS AND ALLOCATING RESOURCES	DEVELOP- ING NEW PROGRAMS	CHANGING PRESENT PROGRAMS	IMPLEMENTING NEWLY DEVELOP- ED PLANS	PREPARING INFORMATION FOR POLICY MAKERS	COORDINATING WORK OF INSTITUTIONS
BRITISH COLUMBIA	Division of Post- Secondary Services	S	S	S	S	M	M
ALBERTA	Universities Commission	M	S	L	S	M	S
	Colleges Commission	M	S	S	M	S	M
SASKATCHEWAN	Branch of Applied Arts and Sciences	M	M	M	S	S	M
MANITOBA	University Grants Commission	M	S	S	M	M	M
ONTARIO	Ministry of Colleges and Universities	M	S	S	S	S	M
QUEBEC	Council of Universities	M	M	L	L	M	S
NOVA SCOTIA	University Grants Committee	M	L	L	L	S	S
NEW BRUNSWICK	Higher Education Commission	M	S	S	S	S	M
PRINCE EDWARD ISLAND	Commission on Post- Secondary Education	M	L	L	S	M	M
Total		M 9 S 1 L 0 N 0	2 6 2 0	1 5 4 0	2 6 2 0	5 5 0 0	7 3 0 0

KEY
M - major emphasis
S - some emphasis

L - little emphasis
N - no emphasis

It is evident from an examination of Table 8 that coordinating agencies were not involved in developing new programs or in changing existing programs of individual institutions. Only the Quebec Council of Universities and the Saskatchewan Branch of Applied Arts and Sciences attribute major emphasis to developing programs. None of the ten coordinating agencies with the exception of the Saskatchewan Branch of Applied Arts and Sciences placed a major emphasis on "changing present programs." It is conceivable that since this agency is departmental it must deal in an administrative capacity with each individual post-secondary institution in assisting with establishment of new programs and revision of those programs in existence. While all coordinating agencies may be involved indirectly with programs offered by each institution, this is not one of their major activities.

Methods Used to Achieve Agency Objectives

Another question in the study asked directors to indicate the emphasis given to using various methods or techniques in achieving their objectives. The question was again a closed-ended question and asked each director to indicate the emphasis in their agency placed on each of the following:

1. Data processing
2. Operations research
3. Economic analysis
4. Program budgeting
5. Cost-benefit analysis
6. Systems analysis

7. Critical path method
8. Program evaluation review technique
9. Demographic projection.

The major reason for using this particular question was to identify the emphasis given to various processes used by coordinating agencies which enabled them to perform their functions. Responses to this question are outlined in Table 9.

Examination of the responses outlined in Table 9 indicates no clearly defined pattern or frequency with which the various coordinating agencies use different methods or techniques to attain their objectives. Each agency seems to emphasize a different type of technique in their day-to-day operation; some agencies employ data processing, others stress economic analysis and some emphasize demographic projection. There is a distinct possibility that similar techniques used to achieve work objectives are recognized by different terms by each agency and the lack of clarity of terms may well have affected the overall response.

On closer analysis of the responses in Table 9 it is interesting to note the number of agencies which use a project approach to attain objectives. The Saskatchewan Branch of Applied Arts and Sciences, Manitoba University Grants Commission, Ontario Ministry of Colleges and Universities and the Quebec Council of Universities all place a major emphasis on the use of Program Evaluation Review Technique (PERT).

This project management approach toward attaining objectives has become particularly prominent in recent years and has the distinct advantage of making it possible to monitor effectively ongoing projects which are being carried out in an agency. This emphasis on a project approach

TABLE 9
DEGREE OF EMPHASIS GIVEN TO METHODS OR TECHNIQUES EMPLOYED TO ACHIEVE AGENCY OBJECTIVES

PROVINCE	NAME OF AGENCY	DATA PROCESSING	OPERATIONS RESEARCH	ECONOMIC ANALYSIS	PROGRAM BUDGETING	COST BENEFIT ANALYSIS	SYSTEMS ANALYSIS	CRITICAL PATH METHOD	PROGRAM EVALUATION TECHNIQUE	DEMOGRAPHIC PROJECTION
BRITISH COLUMBIA	Division of Post-Secondary Services	L	N	L	N	N	N	N	N	N
ALBERTA	Universities Commission	L	L	M	L	L	L	L	L	L
	Colleges Commission	S	S	S	S	L	S	S	S	M
SASKATCHEWAN	Branch of Applied Arts and Sciences	S	L	S	S	L	L	S	M	M
MANITOBA	University Grants Commission	S	L	S	S	S	S	M	M	M
ONTARIO	Ministry of Colleges and Universities	M	L	L	S	M	S	L	M	S
QUEBEC	Council of Universities	L	N	L	L	S	S	L	M	S
NOVA SCOTIA	University Grants Committee	S	S	S	M	S	L	N	N	L
NEW BRUNSWICK	Higher Education Commission	S	N	L	L	L	L	N	S	S
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	N	L	S	M	S	S	N	S	N
Total	M S L N	1 5 3 1	0 2 5 3	1 5 4 0	2 4 3 1	1 4 4 1	0 5 4 1	1 2 3 4	4 3 1 2	3 3 2 2

KEY: M- major S- some emphasis L- little emphasis N- no emphasis

to coordination and planning of post-secondary education may suggest that agencies are stressing efficiency in the work which they are doing and also indicates a stress on management techniques which can provide immediate data access in any ongoing project and at the same time permit evaluation of these activities.

Another interesting point arises when comparing the major work emphasis of coordinating agencies with the methods or techniques used to achieve objectives. Considering the fact that almost all post-secondary coordinating agencies in Canada stress the budgeting function and allocation of funds one might expect a major emphasis on such things as economic analysis, program budgeting, cost-benefit analysis, demographic projection and similar techniques. However, only one coordinating agency placed major emphasis on economic analysis, two agencies stress program budgeting, one agency emphasizes cost-benefit analysis and only four agencies accentuate the use of demographic projection.

Projects in Various Agencies

In a further effort to determine how the perceived objectives of coordinating agencies were being pursued, directors were asked to supply information indicating specific projects which had been initiated either in response to requests from outside the agency or from members within the agency. The report of projects which follows is indicative of the type of activities carried out by coordinating agencies and is outlined for each province separately with the exception of British Columbia and Prince Edward Island for which no projects were reported.

Alberta

The Universities Commission was engaged in a number of continuing studies and participated in studies with at least two other agencies. The Commission was involved in the studies of the Inter-Provincial Committee on the Academic Inventory for the Prairie Provinces, the proposal for a school of optometry in Western Canada and the survey of pre-student expenses. Surveys in cooperation with the Post-Secondary Subcommittee of the Council of Ministers included a survey of provincial government assistance for post-secondary education and a study of student origin.

The Colleges Commission submitted a brief to the Commission on Educational Planning concerning the goals and nature of the college system in Alberta. They expanded their Master Planning Project to include consideration of the future development of all phases of post-secondary non-university education. The Commission also undertook an agreement with the Universities Coordinating Council to investigate problems encountered by students transferring from colleges to universities and cooperated with the Universities Commission in a joint study of financial, library and computer needs of the post-secondary educational system in Alberta.

Saskatchewan

The Branch of Applied Arts and Sciences cooperated with the Department of Health in development of a two-year program in psychiatric nursing. They also initiated projects in health-science programming and special area vocational training opportunities.

Manitoba

The Universities Grants Commission undertook, in response to a request from the Inter-Provincial Committee on University Rationalization, an inventory of academic programs. The Grants Committee initiated work on revised enrolment projections, a study of students' plans for post-secondary education, and a task force study on computer network development.

Ontario

The Ministry of Colleges and Universities worked on a project of college multi-year planning via computer simulation models at the request of the Chairman of the Council of Regents. Internally they initiated projects to simplify federal purchase of adult training and to develop a grant formula for CAAT (College of Applied Arts and Technology) operation.

Quebec

The Council of Universities responded to numerous requests from the Minister of Education, undertook studies of training of teachers by universities, gave advice on sectorial planning in the applied sciences as well as on university presses and entrances standards. The Council also undertook surveys of new programs and of continuing education.

Nova Scotia

The Grants Committee cooperated in a study of the eligibility of part-time students for grants. Internally, the Committee initiated a study of staff and space utilization, studied faculty workload and

qualifications, and also commissioned a study of the activities of the Committee itself.

New Brunswick

Projects and activities of the Commission stimulated by outside agencies were primarily those of university presidents and rectors involving the review of proposals for new programs and requests for special grants. The Commission initiated public hearings on post-secondary education, called for briefs from institutions and worked on the preparation of a new financial formula for university grants.

Close examination of the projects carried out by these coordinating agencies indicates the complexity of activities which have been undertaken to ensure adequate coordination. Coordinating agencies must respond to demands from outside their agency as well as initiate projects within their agency to ensure effective coordination.

Areas of Greatest and Least Success in Coordination

The range of activities in which coordinating agencies are required to participate varies considerably from one province to another as evidenced in the previous section. The major emphasis in the work of each agency is concentrated on the budgetary allocation function but it is obvious that there are numerous other tasks and responsibilities with which the coordinating agencies must cope in daily operation.

One of the purposes of this study was to identify those functions or work areas in which the agency has been most and least successful. Directors of coordinating agencies were asked to identify these areas

of most and least success by responding to the following open-ended questions:

1. List the areas of work or functions in which the agency has been most successful in achieving its objectives.
2. List the areas of work or functions in which the agency has been least successful in achieving its objectives.

Responses to the two questions varied considerably from one coordinating agency to another and are outlined in Table 10 and Table 11.

Areas of Most Success

An examination of the responses outlined in Table 10 indicates considerable variety in the activities which directors believed their agencies were successful in achieving. Almost all directors indicated that they had been most successful in reviewing budgets and in achieving equitable distribution of funds to individual institutions. The Alberta Universities Commission, Quebec Council of Universities and New Brunswick Higher Education Commission all indicate particular success in the area of budgets and responses range from "equitable distribution of funds to universities" to "eliminating practice of deficit financing by universities." The stress on the budgetary and resource allocation function of coordinating agencies is again very evident and it is significant to note that agencies believe they are discharging their responsibility for these functions successfully.

One additional area of success appears to be prominent from the responses of directors which might be classified as achieving cooperation and improved coordination. The British Columbia Division of Post-Secondary Services, Manitoba University Grants Commission,

TABLE 10

AREAS OF WORK IN WHICH AGENCY HAS BEEN MOST
SUCCESSFUL IN ACHIEVING ITS OBJECTIVES

PROVINCE	NAME OF AGENCY	AREAS OF MOST SUCCESS
BRITISH COLUMBIA	Division of Post-Secondary Services	1. Articulation between colleges and universities. 2. Coordination.
ALBERTA	Universities Commission	1. Equitable distribution of funds to universities. 2. Balanced development of university facilities.
	Colleges Commission	1. None specified.
SASKATCHEWAN	Branch of Applied Arts and Sciences	1. None specified.
MANITOBA	University Grants Commission	1. Inter-university cooperation and coordination. 2. Capital development programs. 3. Acting as mediators.
ONTARIO	Ministry of Colleges and Universities	1. Coordination and development.
QUEBEC	Council of Universities	1. Review of programs. 2. Review of budgets. 3. Review of research grants.
NOVA SCOTIA	University Grants Committee	1. None specified.
NEW BRUNSWICK	Higher Education Commission	1. Integrating capital and operating support for universities. 2. Eliminating practice of deficit financing by universities. 3. Remaining within budgetary provisions. 4. Stimulating redefinition of teacher training programs and objectives. 5. Stimulating inter-university cooperation in specific projects. 6. Inter-provincial cooperative agreements for training residents in specialized studies not available here.
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	1. Assisting Holland College in its inception and growth and University of P.E.I. 2. Cooperation with Nova Scotia, New Brunswick and P.E.I. grants committees. 3. Cooperation with Statistics Canada in preparing uniform student and financial reports.

TABLE 11

AREAS OF WORK IN WHICH AGENCY HAS BEEN LEAST SUCCESSFUL IN ACHIEVING
ITS OBJECTIVES

PROVINCE	NAME OF AGENCY	AREAS OF LEAST SUCCESS
BRITISH COLUMBIA	Division of Post-Secondary Services	1. Controlling expenditures of the institutions.
ALBERTA	Universities Commission	1. Enrollment projections.
	Colleges Commission	2. Integration of programs and resource use. 1. None Specified
SASKATCHEWAN	Branch of Applied Arts and Sciences	1. None specified.
MANITOBA	University Grants Commission	1. Inability to devise efficient system for obtaining information. 2. Inability to discover what should be done for universities to enable them to adapt to changing conditions.
ONTARIO	Ministry of Colleges and Universities	1. Simplifying procedures for contract training for all government agencies.
QUEBEC	Council of Universities	1. Various subjects which were too casual or too related to changing circumstances.
NOVA SCOTIA	University Grants Committee	1. None specified
NEW BRUNSWICK	Higher Education Commission	1. Achieving an equivalent development of non-university post-secondary education.
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	1. Capital spending at university not as rapid as expected. 2. Holland College not developing rapidly enough. 3. Inability to implement the report on support of post-secondary education in Atlantic provinces.

Ontario Ministry of Colleges and Universities, and New Brunswick Higher Education Commission indicate success in "attaining articulation between colleges and universities," "inter-university cooperation and coordination," "coordination and development," and "stimulating inter-university cooperation in specific projects," within their respective agencies. All of these responses indicate that these coordinating agencies have attained a particular measure of success in the area of intra-provincial coordination activities.

In the area of what might be classified as inter-provincial coordination it can be noted that the New Brunswick Higher Education Commission and Prince Edward Island Commission on Post-Secondary Education have indicated considerable success in cooperating with the other Maritime Provinces in their work. Responses indicating success in "inter-provincial cooperative agreement for training residents in specialized studies not available here" and "cooperation with Nova Scotia, New Brunswick and Prince Edward Island grants committees" are indicative of the nature of inter-provincial coordinating activities which all coordinating agencies might strive to attain. There is every indication that the voluntary coordination undertaken by the Association of Atlantic Universities has had considerable influence in promoting the type of inter-provincial cooperation which appears to be desirable and necessary.

Two of the agencies indicate success in promoting program review and development. The Quebec Council of Universities and New Brunswick Higher Education Commission indicate "review of programs" and "stimulating redefinition of teacher training programs and objectives" were activities

in which they achieved considerable success. Program review and development is not one of the main activities of most coordinating commissions but it is a major function for these agencies and they view it as one of the work areas in which they have been most successful.

Areas of Least Success

The responses concerning areas of least success as outlined in Table 11 reflects the wide variety of local regional problems to which coordinating agencies have responded in their regular activities. The areas of work in which agencies have been least successful can be classified under the general topics of budgetary difficulties, information inadequacies and problems in training.

In the area of budgetary difficulties, the British Columbia Division of Post-Secondary Services expressed concern in trying to control the expenditures of individual institutions and the Prince Edward Island Commission on Post-Secondary Education found that capital spending at the university was not as rapid as expected.

Several coordinating agencies expressed the opinion that difficulties in obtaining accurate and up-to-date information was limiting their success. The Manitoba University Grants Commission suggest the "inability to devise an efficient system for obtaining information" was a major deficiency hampering the achievement of objectives. Closely related difficulties are expressed by the Alberta Universities Commission who are faced with the problem of making accurate enrollment projections and ensuring the adequate use of resources.

In the area of training personnel the Ontario Ministry of Colleges and Universities experienced difficulty in simplifying the

procedures for contract training in all government agencies.

Only the Quebec Council of Universities suggests that there are a multiplicity of areas in which they are unsuccessful and the cause of any lack of success is due to changing circumstances. The whole realm of coordinating post-secondary education is, of course, under constant change so it is not surprising to find one agency which cannot pinpoint any specific areas in which it has not achieved success but at the same time is able to identify the cause of lack of success as being change.

Factors which Tend to Limit the Success of Coordinating Agencies

In an effort to determine some of the factors which do limit the success of coordinating agencies directors were given the opportunity to respond to a closed-end question, which identified from the available literature, those things which were commonly identified as limiting success of coordinating agencies.

Directors were asked to respond to the following question:

To what extent has each of the following been a contributing factor to the limited success of your agency in the areas of work where you consider it to have been least successful?

- a - limited funds
- b - insufficient time
- c - insufficient personnel
- d - inadequately trained personnel
- e - inadequate coordination

f - insufficient information

g - faulty communication

Responses to the question are listed for each coordinating agency in Table 12.

An examination of the directors' responses indicates that a variety of factors tend to limit the success of their coordinating agencies but no particular factor seems to hamper the operation of any particular agency. One very surprising factor is that limitation of funds apparently has not hampered the success of most coordinating agencies except the Alberta Colleges Commission and the Prince Edward Island Commission on Post-Secondary Education. It was reasonable to suspect that most coordinating agencies would have considered this a major reason for lack of success in view of the strict financial limitations imposed by provincial governments on all levels of education in recent years.

The most serious problem which seems to have limited success of individual coordinating agencies seems to be a shortage of personnel to carry out the various projects of coordinating agencies. The British Columbia Division of Post-Secondary Services, Alberta Colleges Commission, Manitoba University Grants Commission and Saskatchewan Branch of Applied Arts and Sciences all indicate the major reason for not achieving success in work was insufficient personnel. It is not unusual to find that a lack of personnel is preventing these coordinating agencies from attaining their objectives in view of the increased scope of coordinating activities which they must be concerned with as the domain of post-secondary education changes so rapidly.

TABLE 12

EXTENT TO WHICH SPECIFIED FACTORS LIMIT SUCCESS OF AGENCY IN ITS WORK

PROVINCE	NAME OF AGENCY	LIMITED FUNDS	INSUFFICIENT TIME	INSUFFICIENT PERSONNEL	INADEQUATELY TRAINED PERSONNEL	INADEQUATE COORDINATION	INSUFFICIENT INFORMATION	FAULTY COMMUNICATION
BRITISH COLUMBIA	Division of Post-Secondary Services	L	S	N	L	S	L	L
	Universities Commission	N	L	N	N	S	S	S
	Colleges Commission	M	M	M	S	S	S	M
SASKATCHEWAN	Branch of Applied Arts and Sciences	S	S	M	S	L	L	L
MANITOBA	University Grants Commission	L	N	M	N	S	S	S
ONTARIO	Ministry of Colleges and Universities	S	N	N	N	S	L	S
QUEBEC	Council of Universities	L	N	L	N	M	L	S
NOVA SCOTIA	University Grants Committee	S	S	L	L	L	L	L
NEW BRUNSWICK	Higher Education Commission	N	S	N	N	L	S	N
PRINCE EDWARD ISLAND	Commission on Post-Secondary Education	M	N	L	S	N	N	N
Totals		M 2 S 3 L 3 N 2	1 1 4 4 1 1 4 4	4 0 0 0 3 3 3 3	0 0 3 3 2 2 5 5	1 1 5 5 3 3 1 1	0 0 4 4 5 5 1 1	0 0 4 4 3 3 2 2

KEY

M - major extent
S - some extentL - little extent
N - not a factor

The responses to this question vary considerably and those factors which inhibited the success of one agency seemed to have little effect on the success of others. All coordinating agencies are constrained by one of these problems to some extent but the pattern is not well defined and obviously depends upon local or regional factors and provincial government directives upon which they base their coordinating activities.

Summary

The nature of coordination activities carried out by each agency depends significantly on the priorities which provincial legislatures assign to post-secondary education. Allocation of funds is still the major function of each coordinating agency and there seems to be general consensus that it is achieved effectively and successfully. Other activities carried out by coordinating agencies are assigned minor status but many such activities are indirectly related to the budgetary-financial function. The wide variety of projects undertaken provides some insight into the demands and pressures which affect normal operation of coordinating agencies. The complexity of demands experienced by each coordinating agency is further reinforced by the wide variety of factors which tend to limit their success. There can be little doubt that effective coordination is a complex process and is an ideal which is difficult to attain in view of the diversity of problems encountered by each coordinating agency.

CHAPTER 6

SUMMARY AND CONCLUSIONS

The rapid change in social, economic, and political climate which has occurred in Canada during the past decade has forced post-secondary educational institutions to operate in a challenging new environment. The environment is filled with change and uncertainty and has resulted in the establishment of a wide range of new forms of post-secondary education.

There are more people qualified to participate in formal post-secondary education at colleges and universities and larger numbers involved in various types of informal post-secondary education including job retraining, education for leisure, and general interest courses. With such a large number of people participating in the various forms of post-secondary education there have been increased demands for new institutions and new programs. These new demands have resulted in greater sums of money being allocated by governments to finance the various forms of post-secondary education. This, in turn, has led to increased concern for efficiency in allocating and administering funds with a resulting need for more cooperation and consultation between individual institutions and government. The inevitability of public concern for rapidly rising costs of post-secondary education was certain and resulted in the establishment of a variety of coordinating agencies in the various provinces of Canada to safeguard the public interest.

Problem and Procedures

The major purpose of this research project was to identify those structures which have been established in the various provinces of Canada for the purpose of coordinating post-secondary education. It was designed to collect information on the type of structures developed within each province and to describe their composition and major activities. Information was collected using a questionnaire as the main instrument with interviews and annual reports used as supplementary sources of data.

On the basis of information collected, coordinating agencies were classified by type as either departmental or intermediary. Based on this classification inferences and comparisons were made which attempted to show the similarities and differences existing between the two types of agencies.

Major Findings of the Study

The following list represents some of the more significant findings of this study:

1. There is a wide variety of post-secondary coordinating structures in existence in Canada; out of a total of ten coordinating agencies cooperating with this study, seven could be classified as intermediary and three classified as departmental.
2. Coordinating agencies in Canada place a heavy emphasis on providing advice to government on the financial requirements of the post-secondary educational system.

3. There is a noticeable shortage of personnel within each coordinating agency whose primary responsibility is to provide advice on financial matters.
4. There is an indication that coordinating agencies are understaffed considering the wide range of functions they must perform.
5. It appears that there are several extraneous circumstances which affect the efficient operation of many of the coordinating agencies in Canada today which tend to inhibit their achievement of objectives. Probably the major circumstantial factor might be identified as uncertainty caused by the changing nature of post-secondary education itself.

Conclusions

Hurtubise and Rowat (1970:126) believe that meaningful coordination will result only from continuous interaction of all agencies involved in the coordination process:

In our view, the answers to important questions of social and academic policy must arise from the ongoing clash of the various interests involved, and must be continuously revised. Rather than try to find the final answers to such questions, we have instead concentrated on proposing machinery and procedures through which the contending parties can reconcile their interests, develop mutual confidence, and more peacefully resolve their conflicts. Once these conditions are established, the substantive problems can be more easily discussed and solved.

Indications from directors of coordinating agencies in the present study that "changing circumstances" limit their success and that they experience "problems in exchange of information" may well indicate that there is a lack of consultation between coordinating agencies,

provincial governments and individual institutions. The tendency for agencies to act independently still pervades many of the coordinating commissions and is indicated to some extent by the reluctance of some coordinating agencies to cooperate with this particular research project and the hesitancy displayed by some personnel to complete a questionnaire because "the questions were inappropriate for a civil servant to answer." There is a distinct need for coordinating agencies to develop a system of open communication not only with the institutions they coordinate, and with the provincial legislatures but also with other post-secondary coordinating agencies in Canada. Any progress toward improved relations between government, coordinating agencies and individual institutions is more likely to result if each party understands the needs of the other. Coordinating agencies whether they are intermediary or departmental must avoid practices which might create suspicion by individual institutions or provincial governments if they hope to attain the cooperation which is so essential to effective coordination.

Information collected from intermediary bodies suggests that they are adequately carrying out the functions for which they believe they were created. They believe they have been effective in allocation and distribution of funds through formulae and other standardized control procedures. There are indications that some intermediary bodies are assuming more of a planning function even though it takes a rudimentary form in most cases. There is a necessity for each agency to strive for rigorous planning according to specific policies which are protected within a legal framework. A unique and possibly disastrous consequence will arise if directors and personnel in intermediary

coordinating agencies are unable to devote a major portion of their time to policy development. They may lose the confidence of those institutions with whom they are dealing and at the same time threaten their existence. Governments will surely opt for direct control and establish departmental agencies for planning and coordination in the post-secondary education domain. This fact is in evidence in provinces such as Ontario where a Ministry of Colleges and Universities was established to tighten control and provide for more orderly growth and development of post-secondary institutions. Alberta also provides evidence of this trend with the dissolution of the University and Colleges Commissions in favour of a more orderly developed and economical restructuring of the Department of Advanced Education. The certainty or lack thereof of the existence of post-secondary coordinating agencies can only be predicated on a meaningful and realistic relationship with government and the institutions for whom the coordinating agency is responsible. If existing coordinating agencies are unable to provide realistic planning and coordination of post-secondary education one alternative is for provincial governments to intervene and change existing structures.

There are at least two alternatives which provincial governments have if they opt to change existing coordination practices. The first of these is internal restructuring of existing coordinating agencies and the second is a complete restructuring of the coordination mechanism.

There are indications that two major internal changes will have to occur if existing coordinating agencies are to assume a greater role in planning. The first of these is development of an adequate planning



and research unit within the agency which is capable of the type of data collection and analysis to ensure decision making is based on more adequate information. The data collected reveal that major increases in the size of research staffs of intermediary agencies are needed and would not ^{or} overbalance the composition of their present staff. The second change which might be considered concerns the composition of intermediary bodies and the representation of interested groups on these commissions or committees. There is a noticeable lack of academic representation on most intermediary bodies and unless adequate representation and participation is ensured from the academic community these intermediary bodies will not obtain the necessary cooperation desirable for effective coordination.

C If governments decide to undertake a massive restructuring of the coordinating mechanism it may indicate that existing agencies have not provided adequate planning to meet the needs of post-secondary education in their province. It is of extreme importance to the public, the legislature and existing coordinating commissions to ensure adequate planning of post-secondary educational development. If this is to be attained considerable time must be devoted to deliberation and development of a set of principles to guide planning activities.

If the major work emphasis of coordinating agencies is on budgeting and allocation of financial resources, these agencies should use the best methods or techniques which are available to ensure economy and efficiency. Failure to emphasize those methods or techniques which will tend to rationalize budgets and allocation of resources will result in feelings of uncertainty and uneasiness being expressed by individual

agencies toward the coordinating agency. There would appear to be a need for a more rational approach to the whole question of budgeting and resource allocation on the part of both the coordinating agencies and the government which must ultimately provide the monies.

The complete realm of fiscal relations is certainly filled with considerable controversy and it might well clarify matters if two of the recommendations made by the Hurtubise-Rowat commission were adopted by coordinating agencies. These two recommendations would not only allow more orderly planning to occur in higher education but would also provide greater certainty in development of programs and relieve a considerable amount of the tension which exists between government, coordinating agencies, and the institutions themselves.

The two recommendations which Hurtubise and Rowat (1970:103) made with respect to budgets and financial procedures are:

1. We therefore recommend that the provincial governments should allow the universities to anticipate their annual grants by committing expenditure up to a certain margin and in specified areas before the budget is approved in the legislature.
2. We therefore recommend that, in order to promote orderly planning within universities, the university commission and/or provincial government should commit minimum grants to universities for both capital and operating costs over a three-year or five-year period, with the additional amount of the grants to be adjusted for each year in accordance with changing circumstances.

If provincial governments were to implement these two recommendations it might make the work of coordinating agencies more feasible and could provide for more orderly growth in developing a comprehensive plan for higher education in each province. Failure to move in the direction of adopting these two recommendations will tend to ensure that

coordinating agencies are working at a disadvantage and as a result will be more likely to act in a haphazard fashion when dealing with financial matters instead of emphasizing those methods and techniques which are available for improving decision making on economic matters.

If the powers and procedures for planning and coordination are not clearly defined by provincial legislatures, decisions regarding the future of post-secondary education may not be meaningful. Unless provincial governments display confidence in the powers and nature of the coordinating agencies they establish the conflict between government, coordinating agencies, and individual institutions is likely to continue.

The process of coordination is based on the establishment of conditions of mutual trust between all parties involved. If the mechanisms for coordinating and planning post-secondary education do not provide this atmosphere there will be a lack of meaningful cooperation which is conducive to successful coordination. The trust which must be displayed by all parties will result only if there is genuine understanding and appreciation of the problems confronting all parties in the coordination process. There must be adequate provision made to safeguard the interests of government, coordinating agencies, individual institutions, and society if the coordination of post-secondary education is to be both meaningful and effective.

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APPENDICES

APPENDIX A

COMPARATIVE CHART FROM

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APPENDIX A
COMPARATIVE CHART

PROVINCE	CREATING INSTRUMENT AND DATE	SCOPE (Number of Univs. and Colleges)	NAME OF BODY	TYPE OF POWER	SIZE OF BODY	COMPOSITION OFFICIALS	REPRESENTATIVES SPECIFIED	CHAIRMAN APPOINTED BY
Newfoundland	Act of 1949 (Revised 1969)	1	Board of Regents	Governing	19	None Specified	Two by Convocation	Government
Prince Edward Island	Act of 1968	2	Commission on Post-Sec. Education	Advisory & Executive	3	None Specified	"At least one shall have academic experience"	Government
Nova Scotia	Act of 1963 (Revised 1965)	13	Univ. Grants Committee	Advisory	7	Deputy Min. of Finance	None	Government
New Brunswick	Act of 1967 (Revised 1968)	7	Higher Education Commission	Advisory & Executive	9	At least 1: "concerned with non-university post-secondary education"	3 proposed by a university com- mittee. At least one each from business & labour.	Government
Québec	Act of 1968	7*	Council of Universities	Advisory	17	Two specified	Nine from univers. after consultation. Four after con- sultation with business & labour.	Government on recommendation of Minister of Education
Ontario	Order-in-Council of 1964	14**	Committee on Univ. Affairs	Advisory	12	Deputy Min. of Univ. Affairs is Secy.	None	Government on recommendation of Min. of U.A.
Manitoba	Act of 1967	3	Universities Grants Commission	Advisory & Executive	9	Deputy Min. of Education; Chairman was a U.N. of Ed.	None	Government
Saskatchewan	Act of 1907 (Revised 1968)	1	Board of Governors	Governing	16	Dep. Treasurer; D.M. of Ed.	Five by Senate	Board
Alberta	Act of 1966	3	Universities Commission	Advisory & Executive	9	Dep. Treasurer; D.M. of Ed.	None	Government
British Columbia	Minister of Education (under Act of 1963)	3	Advisory Board on Finance	Advisory	7	Three at present	Three: one by each Board of Governors	Minister of Education

* Includes the new University of Quebec, which has three campuses: Montreal, Trois-Rivières and Chicoutimi.
** Shows the number of universities only.

APPENDIX B

- PART ONE - Letter to Deputy Ministers
- PART TWO - Directors' Questionnaire
- PART THREE - Questionnaire for Personnel
- PART FOUR - Letter to Directors of Coordinating Agencies
- PART FIVE - Summary of Research Project
- PART SIX - Letter to Research and Administrative Personnel

APPENDIX B

PART ONE

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON 7, CANADA

I am currently engaged in a research project which focuses on approaches to planning development in post-secondary education. The first phase of the project includes identifying and describing the structures which have been created for the purpose of coordinating developments at the post-secondary level in various provinces.

We would be grateful if your office could provide us with the names of senior persons and agencies who hold responsibility for coordinating and planning the development of post-secondary education in your province. The many changes which have taken place in this aspect of college and university governance make it difficult to identify other current sources of information.

The enclosed summary will provide a general overview of the project. I would welcome the comments and suggestions of members of your Department.

Thank you for your assistance.

Yours sincerely,

PART TWO

QUESTIONNAIRE FOR DIRECTOR OF COORDINATING AGENCY

NAME OF AGENCY _____

LIST THE NAMES OF ALL EDUCATIONAL ORGANIZATIONS WHICH YOUR AGENCY IS RESPONSIBLE FOR COORDINATING.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

A. ESTABLISHMENT OF THE AGENCY:

1. What date was the agency established? _____

2. (a) Which Act of the Provincial Legislature (if any) led to the initial formation of the agency? _____

(b) What date was this act passed? _____

3. List the specific terms of reference of the agency (or attach a statement of these terms).

(a) _____

(b) _____

(c) _____

(d) _____

(e) _____

(f) _____

(g) _____

(h) _____

(i) _____

1. Is there an elected or appointed board associated with this agency? (YES/NO)
2. If there is an elected or appointed board, please indicate the composition of the board, the method of appointing board members, and responsibilities of each board member by completing the table below.

[illegible]

5. (a) How many part-time staff members are now employed or were employed by your agency in 1971? _____
- (b) What activities do the part-time employees of your staff perform for the agency?

C. WORK OF THE AGENCY

1. List what you consider to be the primary objectives of the agency.

(a) _____

(b) _____

(c) _____

(d) _____

(e) _____

2. How are the objectives of the agency determined?

3. To whom is the agency mainly responsible in its work?
(e.g. Minister of Education, Deputy Minister, etc.)

4. List other agencies that are regularly informed of the work of your agency:

(a) _____

(b) _____

(c) _____

(d) _____

(e) _____

5. Indicate the emphasis of the work of your agency in each area below. Circle the appropriate letter using the following scale:

M - major emphasis

S - some emphasis

L - little emphasis

N - no emphasis

- | | | | | |
|---|---|---|---|---|
| 1. Reviewing budgets and allocating resources | M | S | L | N |
| 2. Developing new programs | M | S | L | N |
| 3. Changing present programs | M | S | L | N |
| 4. Implementing newly developed plans | M | S | L | N |
| 5. Preparing information for policy makers | M | S | L | N |
| 6. Coordinating the work of institutions | M | S | L | N |
| 7. Other (please specify) _____ | M | S | L | N |
| _____ | M | S | L | N |
| _____ | M | S | L | N |

6. Indicate the emphasis your agency gives to using the following methods or techniques to achieve its objectives. Circle the appropriate letter using the following scale:

M - major emphasis

S - some emphasis

L - little emphasis

N - no emphasis

- | | | | | |
|--|---|---|---|---|
| 1. Data processing | M | S | L | N |
| 2. Operations research | M | S | L | N |
| 3. Economic analysis | M | S | L | N |
| 4. Program budgeting | M | S | L | N |
| 5. Cost benefit analysis | M | S | L | N |
| 6. Systems analysis | M | S | L | N |
| 7. Critical Path Method | M | S | L | N |
| 8. Program evaluation review technique | M | S | L | N |
| 9. Demographic projection | M | S | L | N |
| 10. Other (please specify) _____ | M | S | L | N |
| _____ | M | S | L | N |

7. What projects have been initiated in response to requests from outside the agency in 1971 and by whom were they initiated?

DESCRIPTION OF PROJECT	POSITION OF PERSON WHO REQUESTED PROJECT

8. What projects have been initiated within the agency during 1971 and by whom were they initiated?

DESCRIPTION OF PROJECT	POSITION OF PERSON WHO INITIATED PROJECT

9. List any specific reports (annual or otherwise) which your agency publishes.

(a) _____
(b) _____
(c) _____
(d) _____
(e) _____

10. List any external forces or factors which influence the nature of the agencies work.

(a) _____
(b) _____
(c) _____
(d) _____
(e) _____

11. List the areas of work or functions in which the agency has been MOST successful in achieving its objectives.

(a) _____
(b) _____
(c) _____
(d) _____
(e) _____

12. List the areas of work or functions in which the agency has been LEAST successful in achieving its objectives.

(a) _____
(b) _____
(c) _____
(d) _____
(e) _____

13. To what extent has each of the following been a contributing factor to the limited success of your agency in the areas of work where you consider it to have been least successful? Indicate your response by circling the appropriate letter using the following scale:

M - major extent
S - some extent
L - limited extent
N - not a factor

(a) Limited funds	M	S	L	N
(b) Insufficient time	M	S	L	N
(c) Insufficient personnel	M	S	L	N
(d) Inadequately trained personnel	M	S	L	N
(e) Inadequate coordination	M	S	L	N
(f) Insufficient information	M	S	L	N
(g) Faulty communication	M	S	L	N
(h) Other (please specify)	M	S	L	N
_____	M	S	L	N
_____	M	S	L	N
_____	M	S	L	N

14. In your opinion, to what extent does the work of the agency influence the formulation of policies which govern the development of post-secondary education in your province?

QUESTIONNAIRE FOR PERSONNEL OF COORDINATING AGENCY

NAME OF AGENCY _____

A. GENERAL INFORMATION RELATED TO QUALIFICATIONS AND EXPERIENCE.

1. Title of your position in the agency:

2. Outline the job description of your present position:

3. (a) Date of appointment to your present position:

Month: _____ Year: _____

(b) Titles of and tenure in other positions held with this agency (if any):

POSITION	FROM ____ TO ____

B. INFORMATION ABOUT YOUR WORK IN THIS AGENCY:

1. Indicate the emphasis which you give to each of the areas listed below in your present work (responsibilities). Circle the appropriate letter using the following scale:

M - major emphasis
 S - some emphasis
 L - little emphasis
 N - no emphasis

1. Preparing information for policy makers	M	S	L	N
2. Collecting information for the agency	M	S	L	N
3. Writing formal reports for the agency	M	S	L	N
4. Planning facilities	M	S	L	N
5. Developing new techniques for allocating resources among institutions	M	S	L	N
6. Allocating resources among institutions	M	S	L	N
7. Establishing auditing procedures	M	S	L	N
8. Developing new programs	M	S	L	N
9. Establishing program standards	M	S	L	N
10. Approving the implementation of new programs	M	S	L	N
11. Other (please specify)				
_____	M	S	L	N
_____	M	S	L	N
_____	M	S	L	N

2. Indicate the extent to which you use the following methods or techniques in performing your work for the agency. Circle the appropriate letter using the following scale:

M - major extent
S - some extent
L - little extent
N - not applicable

1. Library research	M	S	L	N
2. Data processing	M	S	L	N
3. Operations research	M	S	L	N
4. Economic analysis	M	S	L	N
5. Program budgeting	M	S	L	N
6. Cost benefit analysis	M	S	L	N
7. Systems analysis	M	S	L	N
8. Critical path method	M	S	L	N
9. Program evaluation review technique	M	S	L	N
10. Demographic projection	M	S	L	N
11. Questionnaire surveys	M	S	L	N
12. Other (please specify)				
_____	M	S	L	N
_____	M	S	L	N
_____	M	S	L	N

3. (a) To what extent are you able to work independently on projects of your own choice? (Circle one)

i) major extent iii) limited extent
ii) some extent iv) not at all

(b) To what extent do you feel your work has contributed to policy development within the coordinating agency? (Circle one)

- i) major extent iii) limited extent
ii) some extent iv) not at all

(c) To what extent has your work for the coordinating agency been reflected in implemented policy decisions? (Circle one)

- i) major extent iii) limited extent
ii) some extent iv) not at all

4. Indicate the extent to which each of the following factors limits effectiveness of your work for the agency. Circle the appropriate letter using the following scale:

- M - major extent
S - some extent
L - little extent
N - no extent

1. Insufficient information	M	S	L	N
2. Insufficient support staff	M	S	L	N
3. Insufficient funds	M	S	L	N
4. Pressures from interest groups <u>within</u> the agency	M	S	L	N
5. Pressures from interest groups <u>outside</u> the agency	M	S	L	N
6. Changing economic conditions	M	S	L	N
7. Changing political conditions	M	S	L	N
8. Insufficient material and equipment	M	S	L	N
9. Commitment to routine matters	M	S	L	N
10. Pressure of time in meeting deadlines	M	S	L	N
11. Communication problems within the agency	M	S	L	N
12. Other (please specify)	M	S	L	N
_____	M	S	L	N
_____	M	S	L	N

C. INFORMATION ABOUT SPECIFIC ACTIVITIES IN THE AGENCY

In order to answer this section, focus upon a particular activity or group of activities, which might be described as a typical example of the kind of work you undertake in your major area of responsibility.

1. Title of specific activity: _____

2. Short description of the activity: _____

3. Approximate dates of beginning and ending activity:

(a) Is activity still in progress? (YES/NO)

(b) Date Begun: _____

(c) Date Completed: _____

4. Who directed you to begin work on this activity?

5. What were the specific objectives of this activity?

6. Is this activity a new endeavor, or has the agency undertaken similar work before?

7. (a) Did you work with other agency personnel on this activity? (YES/NO)

- (b) Identify staff personnel with whom you conferred during your work on this activity?

8. From what sources did you obtain information relative to this activity?

9. What difficulties (if any) did you experience in obtaining the required information?

10. What planning tools or techniques (if any) were used during this activity? (e.g. program budgeting, systems analysis, cost benefit analysis, etc.)

11. (a) To whom were you responsible in your work on this activity?

- (b) To whom did you report the results of the activity?

12. What was the time perspective for this activity?

- a) immediate problem

- b) short-range planning

- c) long-range planning

13. (a) If the activity is completed what became of the results of your work?

- (b) If the results of your work were not used, what became of them?

PART FOUR

I am currently engaged in a research project which focusses on approaches to planning development in post-secondary education in selected provinces. The enclosed abstract presents a general overview of the study. As this abstract indicates, the first phase of the study is directed toward obtaining descriptions of the activities of coordinating and planning agencies.

We have designed the enclosed questionnaire for the purpose of obtaining information from the directors of planning or coordinating agencies. In your capacity as a director you are in a position to provide information which is essential to the completion of our study. Accordingly my colleagues and I would be grateful if you could take the time to complete the questionnaire and to provide us with annual reports or other documents which describe the activities of your agency.

Please return the completed questionnaire in the envelope provided at your earliest convenience. Thank you for your cooperation.

Yours sincerely,

PART FIVEAPPROACHES TO PLANNING DEVELOPMENT IN POST-SECONDARY
EDUCATION -- SUMMARY OF PROJECT

The rising costs of post secondary education have drawn attention to the need for improved planning practices at the provincial level. This study attempts to provide a research base from which to work toward such improvement by focusing on the planning activities of structures (commissions, committees, councils, and other agencies) which have been given, or which have assumed, some responsibility for coordinating the development of post-secondary education in selected provinces. More specifically, this study proposes (1) to identify and describe the structures which presently hold responsibility for coordinating developments in post-secondary education; (2) to identify and classify the planning activities of present structures; and (3) to develop alternatives to present organization and practices.

The study will go forward in three phases. The first phase consists of a questionnaire survey and documentary analysis designed to provide descriptions of coordinating structures and their planning activities in the ten provinces. The second phase of the project is a comparative study of coordinating structures in Alberta and Ontario while the third consists of an intensive examination of the planning activities of structures for coordinating developments in post-secondary education in Alberta.

PART SIX

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON 7, CANADA

I am currently engaged in a research project which focuses on approaches to planning development in post-secondary education in selected provinces. The enclosed abstract presents a general overview of the study. As this abstract indicates, the first phase of the study is directed toward obtaining descriptions of the activities of coordinating and planning agencies.

We have designed the enclosed questionnaire for the purpose of obtaining information from research and administrative officers in each agency. In your capacity as such an officer you are in a position to provide information which is essential to the completion of our study. Accordingly, my colleagues and I would be grateful if you could take the time to complete the questionnaire.

Please return the completed questionnaire in the envelope provided at your earliest convenience. Thank you for your cooperation.

Yours sincerely,

APPENDIX C

- PART ONE - Office Consolidation of the Functions of the Alberta Universities Commission.
- PART TWO - Consolidation of the Functions of the Quebec Council of Universities Extracted from the Legislative Act Establishing the Council.
- PART THREE - Consolidation of the Functions of the Manitoba University Grants Commission Extracted from the Act Establishing the Commission.

PART ONEOFFICE CONSOLIDATION OF THE FUNCTIONS
OF THE ALBERTA UNIVERSITIES COMMISSION

The functions of the Commission and the nature of its role in relation to the universities and the Government are defined in those sections of the Universities Act which refer to the Commission. The following are the more specific powers or areas of responsibility of the Commission:

- (a) To require and gather information related to the function, form and financing of university education, and to make such information available to the universities and the Government;
- (b) To regulate the extension, expansion or establishment of university programs, services or facilities in order to avoid undesirable or unnecessary duplication;
- (c) To recommend to the Government a level of annual support for both operating and capital needs of the universities;
- (d) To allocate among the several universities such support as is voted by the Legislature for both current and capital purposes;
- (e) To act as trustee of funds as may be given or bequeathed or which arise from escheated estates under the Ultimate Heir Act and to distribute income therefrom among the universities;
- (f) To borrow money by debenture or otherwise, subject to the approval of the Lieutenant-Governor-in-Council, for the purposes of the universities;
- (g) To act as an intermediary between the Government and the universities and between universities;
- (h) To do such other things as the Lieutenant-Governor-in-Council may direct or as the Act may require in relation to various university bodies.

PART TWO

CONSOLIDATION OF THE FUNCTIONS OF THE QUEBEC COUNCIL
OF UNIVERSITIES EXTRACTED FROM THE LEGISLATIVE ACT
ESTABLISHING THE COUNCIL

1. The principal function of the Council shall be to advise the Minister of Education regarding the needs of higher education and university research and to make recommendations to him regarding steps to be taken to meet such needs.

2. The Council may, in particular:

- (a) study the needs of higher education, taking into account the cultural, scientific, social and economic needs of Quebec, its human and material resources and student enrolment;
- (b) suggest short- and long-term goals to be pursued to ensure the development of higher education, and revise such goals periodically;
- (c) advise the Minister of Education regarding the development of universitarian institutions and the creation of new establishments of higher education;
- (d) suggest to the Minister of Education the norms which may be adopted as regards standardization of the accounting methods of establishments of higher education;
- (e) study the annual operating and investment budgets of establishments of higher education;
- (f) recommend the amount and apportionment of annual appropriations to be made available for subsidies to establishments of higher education;
- (g) recommend appropriate steps to ensure coordination and collaboration between establishments of higher education and between higher education and other levels of education;
- (h) maintain close ties with bodies responsible for research and make recommendations to the Minister of Education respecting the development of university research;

PART TWO Cont.

- (i) collaborate in the preparation of laws and regulations respecting higher education and university research.

The Council may also, with the authorization of the Minister of Education, cause to be carried out studies and research deemed useful or necessary for the pursuit of its objects.

3. The Minister of Education shall submit for the opinion of the Council:

- (a) any program which he intends to implement for the development of higher education and university research at each important phase of its elaboration;
- (b) the annual operating and investment budgets of establishments of higher education;
- (c) the apportionment among establishments of higher education of the total amount of the annual appropriations made available for higher education and university research;
- (d) the steps which he intends to take to ensure coordination between establishments of higher education;
- (e) rules respecting the standardization of the accounting methods of establishments of higher education.

PART THREE

CONSOLIDATION OF THE FUNCTIONS OF THE MANITOBA
UNIVERSITY GRANTS COMMISSION EXTRACTED FROM THE
ACT ESTABLISHING THE COMMISSION

Inquiry into financial needs of universities.

1. The commission shall inquire into the financial arrangements and requirements of the universities and colleges, and shall advise the minister as to the amount of financial or other assistance that the government should provide to the universities and colleges from time to time.

Annual program.

2. The commission shall, before the beginning of each fiscal year, prepare and submit to the minister a proposed program for that fiscal year, including a budget for that fiscal year indicating the grants proposed to be made to universities and colleges for capital purposes and for operating purposes and the monies required for the administration of the commission.

Study of needs of higher education.

3. The commission shall study
- (a) the requirements of the province for post-secondary education at the universities and colleges in terms of the kind, quality and quantity of such post-secondary education required;
 - (b) the capacity of the universities and colleges to provide the post-secondary education required for the province; and
 - (c) such other related matters as may be referred to it by the minister;

and shall give advice and assistance to the universities and colleges in the preparation and implementation of plans for the provision and development of physical and academic facilities in the universities and

PART THREE Cont.

colleges to assure that adequate post-secondary educational resources of the type normally provided by universities and colleges are available to the citizens of the province without waste or unnecessary duplication.

Variation of services of university, etc.

4. Before a university or college
 - (a) establishes, offers, provides, or creates, any new service, facility or program of studies; or
 - (b) extends or expands any service, facility or program of studies;

involving monies at the disposal of the commission, it shall obtain the approval of the commission in writing to do so.

Terms and conditions of approval.

5. An approval granted by the commission under this section may be granted on terms and conditions prescribed by the commission, and may be granted for a limited period; and the university or college to which the approval is given shall comply with any such terms or conditions.

Order of commission respecting facilities, etc.

6. The commission may require, by written order, a university or college to cease to provide or offer, or to withdraw, any service, facility or program of studies involving monies at the disposal of the commission which, in the opinion of the commission, is adequately offered or provided by another university or college or for which, in the opinion of the commission, there is no substantial justification; and the university or college, as the case may be, shall comply with the requirement.